

Regional Programme

On

New Trends in the Training of Development
Administrators

9 - 28 May, 1983

NEW DELHI

BACKGROUND PAPERS
VOL. III

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
INDRAPRASTHA ESTATE, RING ROAD
NEW DELHI - 110 002

REGIONAL PROGRAMME
ON
NEW TRENDS IN THE TRAINING OF DEVELOPMENT ADMINISTRATORS
9 - 28 MAY 1983
NEW DELHI

PROGRAMME SCHEDULE

UNITED NATIONS
ASIAN & PACIFIC DEVELOPMENT CENTRE
KUALA LUMPUR

GOVERNMENT OF INDIA
DEPARTMENT OF PERSONNEL & ADMINISTRATIVE REFORMS
NEW DELHI

AND

THE INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
INDRAPRASTHA ESTATE, RING ROAD,
NEW DELHI-110002

NEW TRENDS IN THE TRAINING OF DEVELOPMENT ADMINISTRATORS

New Delhi, 9 - 28 May 1983

PROGRAMME SCHEDULE

9 May 1983	A	Inauguration	
	B	Introduction, Briefing	
10 May 1983	A	Development Scene in the ESCAP Region	Aftab Ahmad Khan
	B	Contd. (Discussion)	Aftab Ahmad Khan
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	D	Presentation by Participants	
11 May 1983	A	<u>Approaches to Development (I)</u>	P.R. Dubhashi
	B	Approaches to Development (II)	Hari Mohan Mathur
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	D	Presentation by Participants	
12 May 1983	A	Poverty-focussed Development Programmes	A.M. Khusro
	B	Rural Development Strategies	Kamta Prasad
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13 May 1983	A	Stimulating Development	Hari Mohan Mathur
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	C	Group Work	
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16 May 1983	A	Administration for Development	B.C. Mathur
	B	Contd. (Discussion)	B.C. Mathur
	C	Group Work	
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17 May 1983	A	New Trends in Training : An Overview	Samuel Paul
	B	Contd. (Discussion)	Samuel Paul
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18 May 1983	A	The Training Process	A.P. Saxena
	B	Contd. (Discussion)	A.P. Saxena
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19 May 1983	A	Training for Rural Development	P.R. Dubhashi
	B	Evaluation of Training (Panel)	Hari Mohan Mathur Prof. S.P. Verma and others
	C	Group Work	
	D	Group Work	
20 May 1983		FIELD TRIP	
21 May 1983		FIELD TRIP	
22 May 1983		F R E E	
23 May 1983	A	Strengthening Training Capability	Ishwar Dayal
	B	Contd. (Discussion)	Ishwar Dayal
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24 May 1983	A	New Trends in Training : The Malaysian Scene	Mohd. Shahari B.A. Jabar
	B	New Trends in Training : The Indian Scene	A.P. Saxena
	C	Group Work	
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25 May 1983	A	TCDC Experience in Development Training	Hari Mohan Mathur
	B	Aid Donors and Training in the Third World (Panel)	Hari Mohan Mathur and others
	C	Group Work	
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26 May 1983	A	Presentation of Group Report	
	B	Presentation of Group Report	
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27 May 1983	A	Summing up	
	B	V A L E D I C T I O N	

SESSIONS

A	9.00 A.M.	to	10.15 A.M.
B	10.30 A.M.	to	11.45 A.M.
C	12.00 P.M.	to	1.15 P.M.
D	2.30 P.M.	to	3.45 P.M.

TEA/COFFEE

A	10.15 A.M.	to	10.30 A.M.
B	11.45 A.M.	to	12.00 P.M.

LUNCH

	1.15 P.M.	to	2.30 P.M.
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PARTICIPANTS

1. AFGHANISTAN
Mr. Mohammade Naim Hoqouq
Member and Incharge
Financial Administration of UN Division
Ministry of Foreign Affairs
Kabul
2. BANGLADESH
Mr. Abdul Mayed Chowdhury
Director
National Institute of Public Administration
Dhaka
3. CHINA
Mr. Lin Yixin
Staff Member
Training Division
Enterprises Management Association
Bejling
4. FIJI
Mr. R.L. Khan
Director of Training
Public Services Commission
Suva
Fiji Islands
5. INDONESIA
Mr. Toto Wihanda
National Institute of Public Administration
Jakarta

Mr. Taufik Nayu
Parahiyangan Catholic University
Bandung, Sub-Division of Overseas Training
Ministry of Manpower
Bandung
6. IRAN
Mr. Farshid Jahedi
Expert : Plan and Budget Organization of the
Islamic Republic of Iran
Tehran
7. KOREA
Dr. Inho Ha
Associate Professor and Director
National Institute Educational Research Training
Seoul

8. MALAYSIA
Mr. Mahsun Haji Taib
INTAN
Kuala Lumpur

Mr. Abdul Manaf Ibrahim
Ministry of Culture, Youth and Sports
Kuala Lumpur
9. PAKISTAN
Dr. Akbar S Ahmad
Director General
National Centre for Rural Development
Islamabad

Mr. Abdul Jalil
Director
NIPA
Lahore
10. PHILIPPINES
Miss Milagros Manlongat
Development Academy of the Philippines
Manila

Ms. Lucila Mendoza
Head : Civil Service Staff Academy
Civil Service Commission
Manila
11. SRI LANKA
Dr. R. Mahalingasivam
Additional Director Planning Division
Ministry of Finplan
Colombo

Mr. J. Weerasooria
Establishment Division
Ministry of Public Administration
Colombo
12. THAILAND
Mr. Swat Sukontarangsi
Professor, School of Public Administration
National Institute of Development Administration
Bangkok

Mr. Thirayuth Lorlertrantna
Deputy Director
Civil Service Training Institute
Civil Service Commission
Bangkok
13. VIETNAM
Mr. Vu Nhan Mien
Expert Administering Development Projects
Financed by International Organizations
Ministry of Foreign Affairs
Hanoi

PROGRAMME FACULTY

United Nations
Asian and Pacific Development
Centre
Kuala Lumpur

Aftab Ahmed Khan, Director
Hari Mohan Mathur, Specialist

Department of Personnel & A.R.
Govt. of India
New Delhi

U.C. Agarwal, Secretary

A.P. Saxena, Joint Secretary

Indian Institute of Public
Administration,
New Delhi

P.R. Dubhashi, Director
Kuldeep Mathur, Professor
Kanta Prasad, Professor
S.P. Verma, Professor

Guest Speakers

Ishwar Dayal, Professor
IMI, New Delhi

Mohd. Shahari B.A. Jabar
Director, INTAN, Kuala Lumpur

A.M. Khusro
Member
Planning Commission, Govt. of India

B.C. Mathur, Secretary
Department of Supplies and Sports

Samuel Paul, Professor
IIM
Ahmedabad

NEW TRENDS IN THE TRAINING OF DEVELOPMENT ADMINISTRATORS

IN THAILAND

Presented in

NEW DELHI, INDIA

9-28 MAY 1983

by

Thirayuth Lorlertratna

Civil Service Training Institute

Office of the Civil Service Commission

Bangkok, Thailand

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I. Background

Like many other developing countries, Thailand has faced a lot of problems in trying to carry out its social and economic development plans. One of these problems comes from the "quality" of the government officials, especially at the higher levels.

By "quality", it does not mean that these people do not know how to perform their duties and responsibilities effectively. In fact, most of the officials holding executive, managerial and supervisory posts in the Thai Government civil service have very good academic background needed for their jobs. But, the problem is that many of these people still lack of training in needed managerial skills and knowledges as it is stated in major sections of the Fourth National Economic and Social Development Plan (1977 - 1981) that "Most of the administrators in Thailand are still unaware of the basic principles of sound management."

James R. Beck, Jr. a United Nations Consultant of the Thai Government Employee Performance Improvement Programme also mentioned in his proposals for establishment of an Executive and Managerial Staff Academy for the Royal Thai Government on November 14, 1977 that:

"Comments were received about the needs for supervisors, managers and executives to

- have increased knowledge about programme objectives;
- have greater appreciation of the need for more effective and economical performance;
- have increased willingness to develop subordinates and willingness to change ways of performing work;

- make better use of time through planned work approaches and increase delegation of routine action to subordinates;
- be more willing to engage in frank and open discussions with superiors, peers and subordinates about their work, responsibilities and performances without such concern for others feelings;
- have increased knowledge about administrative work, coordinative activities and means for problem identification and solution."

Since the success of the social and economic development of the country depends a lot on the efficiency of the executives, management and supervisors who have direct duties and responsibilities in carrying out the development plans, the Government of Thailand has put a great effort in supporting and encouraging trainings throughout the Government services in order to up grade the "quality" of these officials.

However, this is certainly not an easy problem to be solved due to some of important factors, such as lack of certain and effective National Training Policy and lack of recognition in training by the "administrators" themselves.

II. The Office of the Civil Service Commission and its Roles in Training of Development Administrators

Although modern training has been initiated by the Government since 1957, it could be said that the substantial break through in training and development of Thai government officials occurred in June 1974 when the Council of Ministers resolved, due to the increased training activities in various public organizations, that the Office of the Civil Service Commission undertake the tasks of coordination and leadership in Civil Service Training.

This resolution was reinforced strongly by the Civil Service Act of 1975 which stated "the Office of the CSC has a duty to coordinate and conduct activities concerning the development and training of civil servants."

By 1977, major support among top Government officials was evident about the need to improve governmental administrators by improving their management skills through training and development. Evidences of this concern are found in the Fourth and Fifth National Economic and Social Development Plans (1977 - 1986) which acknowledge that the Office of Civil Service Commission has a key role in assuring that public officials (and administrators) having the need are adequately prepared to perform administrative and managerial functions effectively.

In the Fifth Economic and Social Development Plan (1982 - 1986), a National Committee of Rural Development has been set up and chaired by the Prime-Minister himself. This Committee has adopted a New Approach to Rural Development with a new concept that the country's output and income will not be highlighted as before, but emphasis will be placed on human needs, i.e. the needs of the poor population who live in rural areas which have missed out on development benefits available so far. Following are 5 basic principles of the new rural development concept:

1. Primary consideration will be taken for the development of specific areas with high poverty concentration areas to be given top priority.
2. The population's living standard will be developed to a substance level, with minimum basic services to be available everywhere in high poverty concentration rural areas.
3. Emphasis will be laid on the need of making improvements so that the people can gradually do more to take care of themselves.
4. Actual problems affecting the poor population throughout the country will be solved, with emphasis to be placed on the introduction of low-cost techniques that may be handled by the people themselves.

5. The people will be put in a position to participate to a maximum degree in solving their own problems.

In order to achieve the above mentioned principles of the new rural development concept, a Sub-Committee in charge of Manpower Development was also set up to help carry out development and training programmes for government officials whose work concern directly with rural development. This Sub-Committee is chaired by the Secretary-General of the Civil Service Commission.

III. The Training Institutions

It should be noted that, up to 1980, there were only two institutions which offered a good variety of executive and management training courses in Thailand: the National Institute of Development Administration (NIDA), and the Academy of Local Government Administration (ALGA) found in 1966 and 1973 respectively.

However, these two training institutions could serve only a very small portion of the civil service employees because of the limited resources of NIDA, and ALGA's aim is to train merely the civil servants of the Local Administration Department and the Local Government Units.

To be capable of taking the responsibilities vested upon, it is necessary that the Office of the Civil Service Commission establish a central institute to provide leadership in management training and executive development as well as to coordinate and

to assist the activities of training in various departments. Thus, on December 3, 1980, a reorganization within the CSC's office has set up the National Civil Service Training Institute (CSTI) to undertake the above mentioned training functions.

According to the National Committee of Rural Development, these three institutions are expected to render their services in helping the Government to train and develop civil service executives, management and supervisors to perform their duties and responsibilities in connection with the New Approach to Rural Development efficiently and effectively.

IV. Training of Development Administrators In Thailand

In order to fully support the Government's policies in rural development, the Civil Service Training Institute has amended its present five year plan (1982-1986) to emphasize the development of the Government's "development administrators" both in the metropolis and up country. The Institute considers that the fulfillment of the Government's policies in rural development, especially in those backward areas of poverty, will need the readiness of the public personnel, principally, the executives and rural government officials at all levels.

Realizing that it is quite impossible for the CSTI to do all needed training within Government itself, it, therefore, has to take good care in selecting its training targets in order to provide optimum leadership with maximum impact. Goals, strategies and priorities are also carefully set up for the next ten years, for example:

1. Apart from the ordinary training activities, one of the major goals of CSTI is to serve as a focal point in government for training of top government career executives as well as management and supervisors. At the same time, CSTI will serve as a source for training of trainers in training management, administration, counselling, consulting, methods and instructing.

2. In order to minimize the training costs and maximize the optimum output, one of CSTI's strategies is trying to get other Government training organizations to share their resources with those having limited capability. This includes sharing training courses, materials, techniques, equipment, space and instructors.

3. Concerning priority, the CSTI has put it as its first priority to develop and conduct, managerial and supervisory training courses.

As a matter of fact, three Top Executive Seminars concerning administration of rural development programme have been conducted recently by the CSTI both in Bangkok and three other provinces namely, Kamchanaburi, Korat and Chiangmai. These seminars provided a very good opportunity for the top executives of Government organizations in the Ministries of Interior, Agriculture and Cooperative, Education, Public Health, Commerce, and Industry to be able to get together to exchange their knowledges, skills experiences and additional ideas and techniques concerning their works in rural development. More important, these top executives

have had a chance to visit and observe closely the work of rural development officials from the ministries concerned in their working sites, i.e. the villages, by themselves.

The length of time of the Seminars was about 10 days each, with 3 days in Bangkok and another week in the rural areas. The number of participants who are Government officials at the level of Deputy Director-General or equivalent, was about 21 to 25 in each Seminar. Evaluations have shown that the Seminars were fairly well organized and conducted successfully according to their goals and objectives.

The fourth Seminar is going to be held in the Southern province of Songkhla in the second week of May 1983, with approximately the same number of participants.

The CSFI has also organized and conducted trainings for the middle management levels of Government officials who participate in the rural development activities as well.

V. Problems Encountered

Despite all efforts put by the Government and the training organizations concerned to carry out this rural development administrator training programme, the implementation of the programme itself has revealed some of significant problems that will obstruct the attainment of the ultimate goals and objectives. Those significant problems appear as follows:

1. There are not enough qualified personnel for the work load to conduct such training programmes for high level administrators. More than half of CSTI's current personnel have been in the field of training for less than five years.

2. There is also not enough acceptance among the administrators themselves, and the CSTI found it very difficult to invite officials at the top levels to participate in any training programme willingly. Most of them still think that there is no use and consider it a waste of time to leave their routine administrative work to join a training session or a seminar.

3. Budget limitation seems to be the most serious problem of all. The very small portion of yearly budget allocated to the CSTI has created a big obstacle for the Institute to carry out its Government assigned duties effectively. Moreover, the CSTI has to adjust its 1983 annual plan by having to cancel one of the Executive Seminar programmes and merging the Management Improvement Seminar for Division Heads and the Supervisory Training for Changwad (Province) Officials into one course. The adjustment also affected some of other similar programmes.

VI. Conclusion

Considering from the present Government policies to improve the "quality" of the civil service personnel who are responsible for the development of the country, and the strategies to achieve its development goals, the Civil Service Training Institute of the CSC

will continue to play an important role together with some other Training Institutions like NIDA and ALGA, in aiding to enhance the knowledges, skills and abilities of key Government Administrators.

Nevertheless, the success or failure to achieve the country's goal in training its "Development Administrators" will depend mainly upon the awareness and real intention of the Government to solve, or help solving, the above mentioned problems. At the same time, the CSTI and other training organizations concerned will have to find ways to convince all executives, management and supervisors that without appropriate and effective training, it would be impossible or extremely difficult for them to carry out their duties so called "Development Administration."

**NEW TRENDS IN THE
TRAINING OF DEVELOPEMENT
ADMINISTRATORS ON INDIAN
RAILWAYS**

INDER SAHAI

Principal



RAILWAY STAFF COLLEGE

VADODARA — 390 004

NEW TRENDS IN THE TRAINING OF DEVELOPMENT ADMINISTRATORS
IN
THE RAILWAY STAFF COLLEGE, BARODA

Introduction

1.1 Modern organisations function in an environment of fast technological, social, and economic changes. To maintain organisational effectiveness and responsiveness to change, knowledge of skills of officers and staff require to be continually updated. In what follows, an effort is made to bring out the changes introduced in the training programmes in the Railway Staff College, Baroda. In addition to this, the future plans for institution building are also discussed. This includes new approaches to training, relating training to Development Objectives and Needs, strengthening the training capability of faculty members and finally acting as a catalyst for change.

1.2 The management training needs of nearly 10,000 officers who manage the vast railway system of India, are being mainly met by the Railway Staff College, which was established at Baroda in 1952. To begin with, programmes in the Railway Staff College were mostly concerned with the training of probationary officers recruited through the Union Public Service Commission. Foundation and Induction Courses were conceived for them. Later, for 'in-service' officers, Orientation and Refresher courses for each railway discipline were designed. These were intended to give railway officers an understanding of the specific functions of their own department and the

inter relationships amongst various disciplines engaged in producing and selling rail transport did not receive sharp focus. About 6/7 years back, few special short duration programmes on Operations Research, Work Study, Computer Programmes etc. were also introduced.

Training Needs and Objectives

2.1 The Corporate Plan of the Indian Railways envisages a growth in traffic from the present level of 220 million tonnes of originating goods traffic and 114 billion passenger kilometres to a level of 370 million freight tonnes and 174 billion kilometres respectively by 1988-89. The reports of high power National Transport Policy Committee and Railway Tariff Enquiry Committee envisage a three-fold increase in traffic volume by the end of this century. The Indian Railways have thus to prepare themselves to deal with an unprecedented growth rate within a relatively short span of about 20 years. Such a rapid rate of growth in an environment which is itself undergoing rapid social and technological changes poses unprecedented challenges to railway management. Some of these are :

- Financial crunch in inflationary conditions where transport prices are regulated;
- Growth in incomes in the agricultural and the rural sector with rise in transport requirements;

- Industrial development with increasing bias towards deconcentration and regional and backward area development;
- Rapid Urbanization coupled with the growing expectations of people;
- Problems of obsolescence and accumulation of arrears in maintenance on the Railways mainly due to inadequate allotments to the Depreciation Reserve Fund;
- The urgent need for human resource and organizational development in a system which has come to have the worst of both the world's-commercial and bureaucratic-where the 'tyranny' of the present has had more influence on decision making than long term considerations;
- Impact of Computerisation, Electronics and Changes in communication technology;
- Technological changes like those in transport, e.g. Slurry pipeline, coastal shipping, riverine transport and increasing capability of road transporters to haul high rated traffic.

2.2 It is, therefore, obvious that unless the Railways reorient their managerial attitudes and practices and update technical expertise, they would be overtaken by the sheer

magnitude of the problem. Keeping this in mind and realising the role of education in effecting change, a review of training needs and programmes was conducted last year by the Railway Staff College. The training objectives were thereafter redefined as under :

- Help participants in developing and understanding the environment and policies as a context of rail business so that they appreciate its social, economic and fiscal obligations;
- Update and encourage sharing professional knowledge in an inter-disciplinary and academic atmosphere;
- Expose participants to modern tools of management with the object of enabling railway systems to derive optimum advantage from their capital and manpower resources;
- Bring about a change amongst managerial personnel in attitudes and approach to various tasks through a process of unfreezing, inter-action, and education so that they become agents of change and development.

Revision in Training Programmes

3.1 To achieve these objectives, changes in the scope, quality and content of training programmes in the

Railway Staff College were initiated. A gist of these changes is given below :

- (a) Revision in the syllabus of Foundation, Induction and Orientation Courses and incorporation of management concepts and practices in the syllabi. Besides, the participants are being sensitised to environmental changes;
- (b) Centralisation and monitoring of two year training for probationary officers of three of Railways major services viz. the Indian Railway Traffic Service, the Indian Railway Personnel Service, and the Indian Railway Accounts Service at the Railway Staff College;
- (c) Introduction of Management and Executive Development Programmes for higher and middle level managers;
- (d) Development of theme-based programmes to cater to organisational needs and in response to key area problems;
- (e) Opening of dialogue with other training institutions within the country as well as organisations like the Overseas Development Agency & the British Council, etc. with a view to securing greater **interaction** between outside professional bodies and the Railway Staff College;

- (f) Initiating joint training programmes for officers of the Government both from the Public and the Private Sector for bringing about interface and sharing of knowledge and experience to the mutual benefit of participants and their organisations.

3.2 Training Methodology

The training methodology has also undergone change seeing the revision in the training needs of officers. Since the trainee officers have diverse background of education, experience and intelligence, the methodology has been so designed as to draw out the best in them. Class room lectures are extensively supplemented with exercises, models, case studies, syndicate discussions, role playing, and business games to improve problem-solving and decision making skills of officers. Intensive use of audio-visual aids such as films, slides, etc. is also made for quick and effective communication. Over the past few years, the College has acquired a large number of instructional films. The model room of the College Simulation rules, operation & maintenance are extensively used for providing realism to teaching.

3.3 Shift in Emphasis.

In the first 25 years of its existence, the emphasis of the College had been on imparting functional training. Most of the courses in the early years were designed for the newly

recruited probationers of grade 'A' services and the newly promoted officers of the grade 'B' services. However, the focus is now shifting to overall development of executive and managerial competence to achieve corporate objectives within the framework of national priorities and needs. The design and content of various courses duly takes note of this shift in emphasis.

Training Scheme Outline

4.1 As stated above there are two types of training courses in the Railway Staff College. The professional training familiarises officers with rules, regulations, and procedures of railway work, whereas management and executive development programmes describe the process of officers learning management concepts and practices and their application to real work situations. As most of the officers did not go through any structured programmes of management development earlier, special courses have been designed for them with a number of short duration programmes with a sharper focus on key area issues.

Professional Training

4.2.1 Foundation Course : Probationary officers recruited to the nine organised Class I services of the Indian Railways undergo a 12 week Foundation Course at the Railway Staff College. This course aims at providing the trainees with an overall perspective of railway working. Apart from an

introduction to the functions of various departments of railways, management concepts have also been introduced in the course through 60 lecture hours in compliance with the revisions made in the syllabus. The management content includes lectures on

- Nature and definition of management.
- Functional aspects of management.
- Organisational Principles.
- Business Correspondence.
- Decision making.
- Effective Control.
- Management by Exception.
- Management Information System.
- Organisational Behaviour and Organisational Development.
- Management Development.

4.2.2 Induction Course :After the Foundation training, the probationers go for their practical field training on the railways and towards the end of the second year of training, the College conducts a 6 week Induction course separately for each service. The focus of the Induction Course is now mainly/on development of skills and problem solving capacity so that when they take up field assignment, they have no difficulty in tackling situations pertaining to their respective spheres. Apart from intensive inputs

of a conceptual and critical nature in the broad discipline to which the trainee officers belong, management training in the areas of quantitative management, financial management as well as Computer Appreciation is also imparted. As the railways would be going in for large scale computerisation within the next few years, an appreciation of the potentiality of computer application to railway management is being encouraged.

4.2.3 Orientation Course : A 6-week orientation course is conducted for officers promoted to gazetted ranks from supervisory cadres. These officers have long experience of working in their own department but as executives, they are required to possess broader perspective and develop a thus seeks to impart this. Till 1981, the orientation courses Corporate identity. The orientation course /were run separately for officers of each railway discipline. This practice was found wanting, as apart from sufficient participants not forthcoming, interfacing of various services did not take place. Now only two courses are conducted - one for technical, and other for non-technical officers. The morning sessions cover common subjects, and afternoons are devoted to imparting inputs pertinent to the respective discipline of the participants. It has further been decided that these officers should be imparted training in O&M, Communication Skills, Leadership, motivation, interpersonal skills, and Quantitative Techniques

as could be of use to them as junior executives.

4.2.4 While the above training courses are necessarily in the nature of a long term investment in building competence of future managers, immediate need has also been felt for upgrading the professional competence and skills of 'inservice' managers in class I Posts. To fulfil these needs two major new courses were introduced in 1981, viz. the Management Development Programme, and the Executive Development Programme, each of 6 weeks duration. The MDP is designed for senior level managers and the EDP for middle level managers. Four such programmes per annum form the core of the management training effort of the College.

4.2.5 Management Development Programme:

The MDP is designed for managers who are expected to occupy senior administrative positions in the railways within the next few years. The trainees are drawn from different departments with different backgrounds and this mix results in greater inter-departmental understanding and sharing of experience amongst officers facing challenges of development. The aim of the programmes is to prepare managers to lead organisations successfully within an increasingly complex environment, to provide education in management and human resource development to suit the specific needs of departmental and large size undertakings.

which need a systems approach to their problems of growth and management, and further, to provide intensive exposure and background to general management techniques and skills in developing effectiveness and efficiency in public service. As members participate in course components, they are encouraged both as individuals and in groups to contribute to a balanced input of theoretical and practical learning situations where major current issues and trends could be examined. The course content includes environmental scanning and a study of economic development; govt. and industry, social change as affecting individuals and groups, organisational changes, Behaviour and development; Accounting; Statistics and Quantitative methods; Industrial relations; personnel policies; Finance, marketing, leadership and direction; Planning. Besides, field trips are undertaken to specific areas of development and technological advancements, not necessarily pertaining to Railways.

4.2.6 Executive Development Programme : This programme has a mix of both functional and general management concepts in the context of a changing environment. It provides the participants -

- a conceptual framework of management and tools in use;
- an appreciation of the practices followed

in major functional areas of railway management their weaknesses and strengths-leading to a discussion for effecting improvement;

- an overview of the place of the Indian Railways in the infrastructure as an instrument of development;
- an insight into human relations and an understanding of 'man' both as an individual and as a member of social groups as a key factor in raising productivity and organisational effectiveness;
- skills development for application of management and quantitative techniques in participants' work situations.

4.2.7 Theme-based Programmes: Special courses and theme-based programmes are organised to suit particular functional management needs as well as to throw up specific problem areas for indepth study and discussion. The duration of these courses ranges from 4 to 10 days. Some of the areas in which such programmes are as follows :-

- Industrial engineering and operations research
- Cybernetics and computer applications
- transport management
- transport planning
- financial management.
- personnel management and industrial relations
- behavioural sciences and interpersonal skills development
- marketing management
- technical courses on track modernisation, OHE designs, signalling and telecommunications, component design, etc.
- materials management.

4.2.8 In addition, a few general courses are organised every year depending upon the current needs of the railways. For example, a course for 'Training the Trainers' is periodically organised to update the knowledge of officers in charge of Zonal Training Schools, Systems Technical Schools etc. in management of training and training methodology.

FUTURE DEVELOPMENT

Institution Building

Railway Management Development Institute (RMDI)

5.1 The Railway Staff College has been concentrating on training in functional and technical management which will continue to be its core activity. Although the range and variety of courses has been steadily enlarged, the courses and faculty support are still not adequate for catching up with the arrears & for developing and preparing managers to

confront the future with confidence. It is felt that further development within the existing frame work of the Railway Staff College has very limited scope. A thorough examination of various alternatives was undertaken & led to the conclusion that the quickest and most cost effective method of 'creating' management development capability would be to set up a Railway Management Development Institute, and run it as a separate wing of the Railway Staff College; in doing so advantage would be taken of the existing manpower, infrastructure, and capital resources.

5.2 The main objective of the RMDI will be to assist the Indian Railways in meeting the expanding and continuing long term requirements for high level managerial personnel to plan, develop, operate and manage the railway

network and services in the country with greater cost consciousness & improved quality of service. Additionally it would also assist the developing countries specially those Railways in SE Asia to improve the Management of their railway systems in particular and the transport sector in general, and thus optimise investments. The RMDI will have the following objectives :

- Improving managerial skills and developing effectiveness of Railway officers through management development programmes and executive development programmes in senior and middle level groups;
- Developing research, studies and coordinating activities with a view to helping transportation process and solving managerial problems arising out of changes in technology;
- Undertaking dissemination of information pertaining to new techniques and methodologies applicable to rail and other transportation systems & promote the exchange of experience in managerial expertise in developing countries where problems of growth & development are throwing up similar challenges;

- Offering expertise to large industrial enterprises and other corporate groups in resolution of logistical transportation and related managerial problems;
- Establishing a Training Development Centre (TDC) to train course developers, study, and define requirements for and develop standard training programmes, conduct training studies, and prepare training modules, and complete training packages, for upgrading the quality of training at various zonal railway training institutions. The TDC will also establish cooperation with other organisations in India and in the ESCAP region in the area of training development and production of high quality training materials.
- A special area of work will consist of developing material, techniques and courses for Railway Safety;
- Developing a Computer Application Unit (CAU) for providing training on computer applications in rail transport - in operations management, seat reservation and other customer services, freight billing and accountal, production scheduling, inventory control, and in establishing and accounting functions, etc.

5.3 Apart from MDPs and EDPs and theme-related courses, the RMDI will also conduct management seminars for top level managers as without their involvement & commitment, training cannot make much impact as an organisation. After the project is fully established, the Institute will be organising a one-year advanced management programme for officers who are expected to rise to general management positions and a fellow-programme for filling up senior positions in the RMDI and other training institutions of the railways.

5.4 The project document is presently under consideration of the Railway Board and the prospects of obtaining external assistance from Britain and other countries are being explored.

Computer Application Unit (CAU)

6.1 At present the utilisation of IBM 1401 is confined to data processing applications. To tackle the fundamental growth of traffic in future, to increase productivity and profitability of the railways and to provide better customer satisfaction, the railways are thinking in terms of having a computer based integrated Management Information and Control Systems (MICS) encompassing large areas of management.

All these necessitate considerable training requirements for Electronic Data Processing, Software support, Hardware and Communication support, for which, an ever increasing number of fully trained systems analysts, programmers, designers and information systems etc. would be needed. Besides, general awareness and appreciation of the utility of computers will also have to be generated amongst all the managerial personnel of the Indian Railways.

6.2 Railway Staff College being the apex body for training of Railway Officers has, therefore, proposed the establishment of a Computer Application Unit (CAU).

6.3 The objectives of the CAU will be as follows:

1. To identify training requirements of various categories and management cadres for the EDP department. It could be a follow-up action on a selection process from the various departments.
2. To design a training curriculum based on the training needs of the Zonal Railways.
3. To provide adequate and appropriate training facilities and infrastructure for education in computers.
4. To train and develop a cadre of professional and technical staff to meet the requirements of EDP for the railways.

5. To keep the management continually aware about the new opportunities offered by computer technology.
 6. To develop in non-EDP management and staff greater understanding of Computer technology and the problems of EDP staff, and close the gap between the two.
 7. To provide consultancy to the railways as well as other transport organisations.
- 6.4 The information and management needs of the Staff College and the RMDI themselves, as also of other railway training institutions, such as maintenance of assets, cataloguing and retrieving library information, academic administration, document management, pay-roll and personnel management, drawing office records, etc. will also be put on the computer.

FACULTY DEVELOPMENT

- 7.1 Presently we have 16 posts of Professor, 4 of Assistant Professor and 2 of Lecturer. These faculty members are drawn from different railway disciplines.
- 7.2 A number of faculty positions have been proposed in the RMDI Project Document. The RMDI faculty will be specialists of standing in their respective disciplines, such as Transport Economics, Organisational Behaviour and Organisational Development, Marketing and Customer services,

Corporate Planning, Transportation management, etc. These positions could be filled by drafting specialists on deputation from the Institutes of Management etc. in case suitably qualified persons cannot be found within the Railways.

7.3 Help of the British Council and the British Rail has already been taken to train Railway officers & faculty members in Railway Management. The training support includes both deputation to U.K., deputation of experts to the Railway Staff College. After a period of three years, the Indian Railways would thus assume full responsibility for management development training. Besides, faculty members are also being nominated for different training programmes within the country. Full encouragement is being given to faculty to participate in courses & seminars conducted in the Staff College itself and take up advanced academic courses of study.

7.4 As already mentioned in para 4.2.9, special programmes are run in the Railway Staff College for faculty development. These special programmes included training for trainers & Heads of Zonal Training Schools, System Technical Schools and Technical Training Schools of Production Units keeping the following objectives in view :-

- The external-internal environment and the

- organisational objectives and problems;
- Man as the Centre of activity and the Organisation;
- Understanding Man, His expectations, Perceptive Process, Attitude and Behaviour;
- Man and his social environment and his inter-action;
- Why do men behave the way they do ?
- Communicating with men and influencing them;
- The training environment;
- The learning process and effective management training;
- Identifying Needs and Formulating Training Objectives;
- Planning the strategies and Programmes to reach Management Training and Development Objectives emphasis on Inputs & Training methods;
- The role of the Programme Co-ordinator;
- Getting Management Training to Pay Off;
- Evaluating the Training effort;
- Commitment to Training;
- Transfer and Trainee Morale Building.

7.4.2 As a part of the British assistance, two courses were recently conducted by the British Experts on "Interpersonal Skills Development for Trainers". These courses were conducted separately for the Principals of Zonal Training Schools, Systems Training Schools etc. and for the faculty members of the Railway Staff College. The objectives of these courses were :-

- to develop further ways of getting things done in co-operation with other people;
- to study methods of harnessing resources of a group to achieve the best possible results;
- to heighten the ability to learn from experiences and build them into plans for the future.

7.4.3 In the first instance these programmes were conducted by the British Experts with the faculty members of the Railway Staff College as trainees and thereafter, with the faculty members as observers, the same programme was conducted with the second group as participants thereby the faculty members of the Railway Staff College not only underwent the programme but were also taught the skills of conducting such programmes. With this experience the faculty of the Railway Staff College are now equipped .

fully to conduct some programmes on Inter-personal Skills on their own.

8.1 Library & Technical Aids : The Staff College has a fine library with a large stock of books on technical subjects and management. The annual library budget is about Rs.1,00,000. Assistance valuing £3000/- was recently made available by the British Council for purchase of technical etc. & management books from the U.K. Plans are afoot to have another library building and diversify the book collection.

8.2 Although the college has a number of audio-visual aids and instructional films, this is an area where our facilities need to be further augmented. Provision has been made in the RMDI proposal for more AV equipment like CCTV etc.

9. Perspective Plans for Campus Development :

The increase in ' in-service ' training activity will call for augmentation of infrastructure facilities. A perspective plan is being drawn up in consultation with the Architects for provision of additional facilities on the Campus for Library, administrative block, museum, recreation, cultural activities, guest house, dispensary and residential accommodation for faculty and other staff . Similarly, a plan has been made for strengthening communication facilities, both internal and external.

10. Linkage with other Institutes :

In the last one year, the College has established linkage with other management institutes and professional bodies in India for improving the quality and scope of training and speed up the shift ⁱⁿ the orientation from training in functional to management areas. The Indian Institutes of Management at Ahmedabad and Calcutta, Sardar Patel Institute of Economic Growth, Ahmedabad, Tata Institute of Social Sciences, Bombay, Institute of Applied Manpower Research, New Delhi, Institute of Chartered Accountants, New Delhi, Indian Institute of Public Administration, New Delhi, etc. are some of the organisations with which forward & backward linkages have been established for improving the output in the Railway Staff College. Assistance from the British Council has already been mentioned earlier. Discussions are on hand with the M.S. University of Baroda for sharing the management expertise in building up a Management Institute to cater to the needs of both the Private & the Public Sectors. In addition possibilities of linkage with outside Institutes like the London Business School, BTSC of Ashridge and Institutes like Harvard and Stanford etc. are also being explored.

11. Strengthening participants' involvement in Training Courses.

While much in this direction can be achieved by proper utilisation of their background, requirements, aptitude for learning, interactive processes and adopting courses and teaching methodology to meet these, a trainer finds in actual practice amongst inservice officers, a noticeable lack of commitment to learning. In the Defence Services, there is a well laid system of drafting persons to the various courses and in the faculty and all this is related to career development and career recognition for advancement. Unfortunately the Civil Services in the Government organisations' training centres face handicaps. More often the training centres are regarded in actual practice as 'parking places' for unwanted people. An effort has therefore been initiated to persuade the Railway Board to lay down appropriate norms for selection of faculty and nomination of 'inservice' participants for various courses. All these require adequate support and a deeper commitment to training on the part of top management.

12. Conclusion

In its pursuit of improving training support the College has noticed some broad features; e.g.

- i) Training to be successful must be related to the organisation's key area problems;
- ii) Commitment of top management should be brought about by the Government by adopting appropriate policy measures and laying suitable guidelines;
- iii) Training should be linked with career planning and development;
- iv) Training Institutes should have adequate financial support and autonomy to conduct their affairs, because investment in men is as important in developing countries as in machines;
- v) Greater inter-institutional cooperation should be encouraged by more frequent exchange of faculty, participants and facilitators not only within the country but amongst the whole developing world.

THE TRAINING OF DEVELOPMENT ADMINISTRATORS IN
THE REPUBLIC OF INDONESIA

PREPARED BY

TOTO WIHANDA

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I. GOVERNMENT POLICIES ON EDUCATION AND TRAINING
OF PUBLIC SERVANTS.

The basic for the Government policies on the education and training of the public servants is laid down in Chapter 3 of Law No. 8, 1974 that states :

"In order to attain the maximum degree of efficiency and efficacy, stipulations on the regulation and implementation of education and training for public servants are made with the aim of increasing education, quality, knowledge, capabilities and skill of the public servants".

In order to fulfil the requirements of the above objective, the following basic Government policies on education and training of civil servants were issued :

1. Chapter 3 of Presidential Decree No. 34 of 1972 regulated that :
 - a. The Minister of Education and Culture shall be responsible for general and technical education;
 - b. The Minister of Manpower and Transmigration shall be responsible for vocational training;
 - c. The Chairman of National Institute of Administration be responsible for the education and training of the public servants.
2. The President of the Republic of Indonesia through Presidential Instruction No. 15 of 1974 instructed all Ministers and Heads of Department and Non-Departmental Agencies to

consult and to cooperate on planning and budgeting in the field of education and training with the Education and Training Coordinating Team consisting of the Minister of Education and Culture who will be the chairman of the Team, the Minister of Manpower and Transmigration and the Chairman of the National Institute of Administration are members!

II. REGULATION OF EDUCATION AND TRAINING OF THE PUBLIC SERVANTS.

Law No. 8 of 1974 (Chapter 12) further states that "in order that the Civil Servants can perform their functions efficiently and effectively, the overall development of the Civil Servants shall be regulated and the said regulation shall be applicable to Central Government as well as to Local Government Civil Servants".

In this connection it should be stated that Chapter 2 and 3 of Appendix IV of Presidential Instruction No. 15 of 1974 regulate that :

1. Education for Public Servants is an effort to improve the personality, knowledge and the capability of the public servants in accordance with the demands of their respective office and jobs;
2. Training for the public servants is a part to the efforts to develop the public servants to improve their knowledge and skill in accordance with the requirements of their respective jobs.

III. THE FUNCTION OF THE NATIONAL INSTITUTE OF ADMINISTRATION IN THE FIELD OF EDUCATION AND TRAINING FOR PUBLIC SERVANTS.

The Chairman of National^{/-} of Administration coordinates all education and training programs which help advance the knowledge, increase the skills, sharpen the expertise and develop the proper attitude of public servants in Indonesia.

Specifically National Institute of Administration has been assigned the following functions : ^{/-} Institute

1. Regularory F,nctions :

The National Institute of Administration is to regulate all the education and t raining activities conducted by the different departments and non-departmental agencies.

In this respect the National Institute of Administration is required to issue general guidelines as well as technical guidelines to be followed by all government institutions in the field of education and training of public servants.

The National Institute of Administration also responsible to monitor the implementation of training programs and ensure the quality of instruction and adequacy of facilities. It is also mandated to recruit and accredit the training staff for all departments and agencies. It is authorized to examine the training programs to ensure that their contents are professionally sound, and to approve them for preparing the

necessary budgets.

Other regulatory functions of the National Institute of Administration also include the review and evaluation of education and training activities in the Public Servants.

The training centers in the various departments are required to report to the National Institute of Administration on all the education and training functions they perform. In this respect the National Institute of Administration is the central data bank for programs, participation statistics, utilization of facilities, inspection and evaluation reports.

2. Leading Function :

As the central coordinating agency for public servants education and training, the National Institute of Administration is authorized to request departments to submit their yearly plan of action in training prior to implementation, in order to facilitate program coordination and monitoring.

To assist the departmental training centers, the National Institute of Administration issues technical guidelines setting forth the types of training recommended, the training approaches, methods and program management. These guidelines do not limit themselves to administrative training only, but also include the training in substantive areas although the latter comes generally under the purview of each Individual Agency.

The National Institute of Administration develops curricular models and recommends them to the departmental centers, especially in the field of administration. The National Institute of Administration encourages the application of innovative approaches to training and improved techniques of training evaluation.

IV. ADMINISTRATIVE STAFF COLLEGE FOR SENIOR PUBLIC OFFICIALS.

One of the various education and training activities which the National Institute of Administration itself must conduct is Administrative Staff College For Senior Public Officials.

Parallel with the Indonesian Five Year Development Plan (REPELITA), Education and Training of the senior public officials including training of public enterprise managers to be integrated in a single strategy with a priority being given to an Administrative Staff College (hereafter called "SESPA") program.

While a single national SESPA can not arranged yet by National Institute of Administration (hereafter called "LAN"), it is delegated to the Departments to implement the same SESPA program based on the guidance given by LAN. The function of LAN to give all government agencies guidance in the implementation of education and training of public servants is defined in a Presidential Decree and a Presidential Instruction.

/~ the

1. Aims.

Parallel with the aims of the Education and Training of Public Official as it is mentioned in the PUBLIC PERSONNEL ACT, SESPA as the highest level of education and training for Senior Public Officials in the field of administration and management has some following aims :

1. To Broaden their horizon and develop knowledge and skill of those who will be promoted to the top level position.
2. To Foster proper attitude and personality of these officials and develop their sensitivity to the environment in order to serve the interest of the country and the public better.
3. To Foster the leadership capability and the staff ability in order to be capable to lead and to manage the organization and to develop their duties according to the principles of the efficient and rational organization and management.

2. Requirements of the participants.

1. The Regular Government Officials and the managers of public enterprise who have the structural position at the echelon II or those who at the echelon III who are potential to be promoted to the position of the echelon II.
2. Maximum age of 50 years and minimum 15 years of work experience.

For the members of the Arms Forces of the Republic Indonesia, besides the requirements mentioned above, it is also required the minimum rank of Lieutenant Colonel.

3. Curriculum structure.

The curriculum of SESPA includes the following components :

1. General Program.

1.1. Basic subjects

1.2. Core subjects

1.2.1. Administration and Management

1.2.2. Management Techniques

1.3. Supporting subject

2. Special Program.

2.1. Current National Issues

2.2. Problems and Policies

3. Participation of the SESPA Participants.

4. Evaluation and Appraisal.

After participants followed the training in SESPA, to each participant is given the evaluation according to his/her records and attitude. For those who pass the training are given certificates of qualification and certificates of attendance.

5. Curriculum Components.

A. Lecturing.

1. . General Program.

1.1. Basic Subjects.

- | | |
|----------------------------------------------------------------------------------|---------|
| 1.1.1. The System of the Government of
the Republic of Indonesia. | 8 hours |
| 1.1.2. Archipelago Concept and Natio-
nal Resilience. | 8 hours |
| 1.1.3. Politics and National Strategy | 6 hours |
| 1.1.4. The Pattern of National, Regi-
onal and Local Development
Planning. | 6 hours |

Total : 28 hours

1.2. Core Subjects.

1.2.1. Administration and Management.

- | | |
|------------------------------------------------------------------------------|---------|
| 1.2.1.1. The Improvement of
Administrative and Go-
vernment Apparatus. | 8 hours |
| 1.2.1.2. Leadership in Public
Administration. | 8 hours |
| 1.2.1.3. Human Relations in
Management. | 8 hours |
| 1.2.1.4. Organization Develop-
ment. | 8 hours |
| 1.2.1.5. Administrative Mana-
gement. | 8 hours |
| 1.2.1.6. Management Improvement. | 8 hours |
| 1.2.1.7. Management of Change. | 6 hours |

1.2.1.8.	The Policy Analysis and Policy Making Process.	8 hours
1.2.1.9.	The Development of Personnel Administration.	8 hours
1.2.1.10.	The Development of Financial Administration System.	8 hours
1.2.1.11.	The Development of Material Administration System.	6 hours
1.2.1.12.	Communication and Work Relations.	8 hours
1.2.1.13.	Development Administration.	6 hours
1.2.1.14.	General Control System.	6 hours
1.2.1.15.	Ecology of Administration.	6 hours

Total : 110 hours

1.2.2. Management Techniques.

1.2.2.1.	Management Techniques, Problem Solving and Decision Making.	6 hours
1.2.2.2.	System Approach in Management.	8 hours
1.2.2.3.	Network Planning, CPM and PERT.	6 hours
1.2.2.4.	Statistic for Manager.	6 hours
1.2.2.5.	MIS (Management Information System) and Computerization of Administration.	6 hours

- 1.2.2.6. Operations Research in Public Administration. 8 hours
- 1.2.2.7. Staff Analysis and Completed Staff Work. 10 hours
- 1.2.2.8. Project Management. 8 hours
- 1.2.2.9. Management by Objective. 8 hours
- 1.2.2.10. The Techniques of Administrative Comparison. 6 hours

Total : 72 hours

1.2.3. Supporting Subjects.

- 1.2.3.1. Social Communication. 8 hours
- 1.2.3.2. Social Psychology. 4 hours
- 1.2.3.3. Development Economic. 4 hours
- 1.2.3.4. The Indonesian Political System. 4 hours
- 1.2.3.5. The Indonesian Language as official communication media. 6 hours

Total : 24 hours

2. Special Program.

2.1. Current National Issues.

- 2.1.1. Weak and Small Enterprises in the Tender System. 4 hours
- 2.1.2. The Entrepreneurship Government Official. 4 hours

2.1.3. Religious Values in the Development.	4 hours
2.1.4. Manpower Management in Indonesia.	4 hours
2.1.5. The Management of Living Environment.	4 hours
2.1.6. The Central Purchase of the Equipments for Development and Office Machines.	4 hours
2.1.7. Ethics and Discipline.	4 hours

Total : 28 hours

2.2. Business Substantive Problem.

2.2.1. Rationale, role, objective and growth of public enterprises.	6 hours
2.2.2. Environmental linkages of public enterprises.	6 hours
2.2.3. Issues in Enterprise Policy and Problems of Social Responsibility.	6 hours
2.2.4. Impact of International and National developments of Public Enterprise performance.	6 hours
2.2.5. Financial Resource Planning.	6 hours
2.2.6. Public Enterprise Budgeting.	6 hours
2.2.7. Organizational Design.	6 hours
2.2.8. Management System Analysis and Design.	6 hours

2.2.9. Organization Audit.	6 hours
2.2.10. Theory and practice of Decision Making.	6 hours

Total : 60 hours

B. Paper Writting.

1. Major Group Paper	52 hours
2. Group Paper on Subjects :	
2.1. The Moral of Pancasila.	12 hours
2.2. Administration and Management.	12 hours
3. Field Study Reports,	30 hours
4. Individual Paper.	52 hours

Total : 158 hours

C. Discussion and Seminar.

1. Discussion and Seminar on Major Group Papers.	60 hours
2. Discussion and Seminar on Field Study Report.	88 hours
3. Discussion and Seminar on Subject Group Papers.	32 hours
4. Seminar on Individual Papers.	30 hours
5. Field Work Practice (in Jakarta)	24 hours

Total : 234 hours

D. Orientation, Guidance and Evaluation.

1. Orientation	6 hours
2. Group Dynamics.	12 hours
3. Guidance on Paper Writings.	8 hours
4. Evaluation :	
4.1. Psychotest	16 hours
4.2. Entrance and exit interview	20 hours
4.3. Pre and Post Test	4 hours
4.4. Midterm and final evaluation.	10 hours
4.5. Comprehensive Exam.	8 hours
4.6. The Preparatory of the Comprehensive Exam.	14 hours

Total : 98 hours

E. Reading Assignment.

Its materials must be reflected in paper writings.	52 hours
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F. Extra Curricula.

1. Physical exercises	12 hours
2. SESPAlumni Association	2 hours
3. Sight seeing in or out of town	16 hours
4. Social activities	9 hours
5. Miscellaneous.	13 hours

Total : 52 hours

Grand Total : 916 hour

APPROACHES TO DEVELOPMENT

P.R. DUBHASHI

When the countries of Asia and Africa emerged to freedom in the fifties and early sixties, they looked upon their political freedom as an instrument of development but their concepts of development as well as means to bring about development were somewhat simplistic. They felt that development was synonymous with increasing gross national product. The western countries were also instrumental in promoting such an idea.

It was further believed that growth in the gross national product would be brought about through investment. Hence the famous Harrod-Domar formulation, namely, that $g = I/C$ where g is growth, I is investment and C is capital output ratio.

Soon it was realised that some increase in gross national product is not enough because GNP may consist of goods and services which may not mean much in terms of the level of life of the masses of people. If the GNP consists only of the luxury sector, it can hardly be termed as development.

In other words, development must take into account the composition of the GNP as well as its distribution. Real development could be said to have taken place only if the increase in GNP consists of goods and services which enter into the patterns of living of masses of people. Moreover the masses must have the purchasing power.

for buying the necessary wherewithals of life. Such purchasing power could come only from gainful employment.

With the growing attention paid to the problem of poverty, the same idea was put in another form. Development means that a large percentage of population below the poverty line should be brought above the poverty line. There has not been a consensus among the countries regarding the concept of the poverty line. It may differ from country to country but the point remains that increasingly development is conceived in terms of abolition of poverty.

As the above concept of development came to be formulated it was realised that there was a difference between development and growth. The concept of growth may be only in quantitative terms but development is a qualitative change. It implies structural transformation. First of all, it means that the economic and social duality of the country should end and there should be a more homogeneous society and economy. Secondly, it means that a lopsided occupational structure must alter and there should be a balanced development of the primary, secondary and tertiary sectors. There should be industrialisation and economic diversification but that does not mean agriculture and the primary sector could be neglected. Indeed agricultural modernisation is a precondition for industrialisation. Thirdly, urbanisation may be a component of development but urbanisation attendant by slums and overcrowding is the very antithesis of development.

How can development so conceived be brought about? In the beginning it was felt that development was only an economic

phenomenon. All that was needed to bring about development was to increase in the rate of savings and capital formation but experience showed that mere investment may not lead to economic development. Investment has to be productive. Increasing capital output ratio may result in investment not yielding the necessary dividend.

One factor affecting yield from investment is technology. A more capital intensive technology may mean a smaller growth rate from a given investment. Many developing countries with limited capital resources but abundant manpower resources may not be able to benefit from the capital intensive technology borrowed from the west. Hence the concept of "appropriate technology" which can make use of the factor endowments of developing countries.

Development, however, is not just a matter of capital formation and technology. It depends on organisation, institutions and human behaviour. If the agrarian structure is inequitable, if institutions needed for development such as educational and research institutions, extension organisations, cooperative institutions and financial institutions are not available, development may not take place. Equally, development requires the availability of needed infrastructure such as roads, irrigation and power projects, transport etc.

Above all, development means human development. Unless the people of a country want development, development would not take place. Hence the development strategy must aim at energisation of masses of people with the desire to improve their levels of life and putting the necessary effort to bring about such development. The

development in the ultimate analysis therefore means human development.

Development in this comprehensive sense cannot be the result of laissezfaire policy of the Eighteenth Century. In a particular environment of the Nineteenth Century in the Western countries, development could take place as a result of the spontaneous efforts of the entrepreneurs. In the developing countries, however, the State has to play a ^{more} very active role than is envisaged under a laissezfaire policy. The State has to be a development State or the welfare State rather than a police state or night watchman State and development administration has to be built which is capable of building up the infrastructure, mobilisation of manpower resources, applying science and technology to the ^h~~harvesting~~^s of natural resources, building up new institutions and moulding the attitudes of the people. All these in addition to the economic arithmetic of investment allocation would constitute the components of a development plan.

The development plan must cover all major sectors - agriculture, consumer industry, capital goods industry, transport, communication, trade, banking and insurance. It should provide for extension, supply of inputs, investment and incentive.

TRAINING FOR RURAL DEVELOPMENT

P.R. DUBHASHI

Training for rural development should cover various sectors of rural development. Following are some areas where training is required:

I. Extension

Rural development involves extension of new technology to agriculture and other fields of rural development. Some time this is called "lab to land communication". This communication is an art as well as a science. New technology should be conveyed in a manner understood by the people. The extension workers, therefore, will have to be trained in the various techniques of extension like oral and written communications, posters, films, exhibition, libraries, training classes, village meetings, personal approach, group approach, community approach etc. Secondly, the content of education should be both of a high order and very precise. The extension workers must be brought up to date in technology and should be able to convey a package of improved practices.

II. Delivery System

Rural development requires that inputs of development such as high yielding seeds, fertilisers, chemicals, implements are delivered to the people on time. This requires efficient management of the delivery system. Functionaries of agencies responsible for delivery

system would have to be trained in the various aspects of organisation of the delivery of inputs.

III. Cooperative Institutions

Cooperatives often play a multisided role in rural development by supplying agricultural inputs, marketing agricultural produce, processing agricultural commodities and providing credit both as working capital and as investment. A cooperative organisation cannot succeed unless it is true to the cooperative principles. A cooperative officer has to be an organiser as well as an educator. He has to be trained in principles and practices of cooperation as well as the science of management.

IV. Community Development Workers

Many countries have introduced the programme of community development. Community development workers must be social educators and must be trained in community mobilisation.

V. Subject Matter Training

Subject matter departments connected with rural development are: Agriculture, rural industry, animal husbandry, poultry, fishery, horticulture, sericulture, forestry. Officers of these departments need to be trained in the subject matter areas as well as in extension and community organisations.

VI. General Administrators

Many a time the general administrators have to play a coordinating role in rural development. The general administrators, therefore, must be provided training in the field of development administration.

VII. Local Institutions

In many countries rural local government institutions have to play a role as grassroot institutions, mobilising popular participation. Selected officials need to be trained to discharge their responsibilities in the field of rural development.

The development functionaries often work at various levels and therefore the training programme has to be conducted at various levels. Training has to be a continuous process and initial training must be followed by repeat courses.

Suitable institutions will have to be established to conduct the programmes of training and these again have to be at various levels - national and local levels.

Training must be supported by research so that the results of research are constantly fed in the training.

Often training institutions established with great hopes fail because training is not taken seriously or because the character of rural development changes. There should be a close liaison between training institutions and development administration in order to ensure that both go hand in hand.

Training is required for the trainers themselves, so that they are brought up-to-date both in the subject matter as well as in the technology of training.

A NOTE ON THE NEW TRENDS IN THE TRAINING
OF DEVELOPMENT ADMINISTRATORS IN PAKISTAN

MR. ABDUL JALIL
DIRECTOR
NIPA, LAHORE

Pakistan inherited a fairly good system of government from the British. From the point of view of administrative structure, our public services were logically organized and were backed by a long tradition of law and order. The British administration, however, represented governance by an elite who regarded themselves as the guardians of an illiterate and backward population and the purpose was largely to maintain the status quo. The social structure was predominantly feudal and was bound together by traditional values which helped to maintain order and discipline in the society.

2. The circumstances underwent change with the departure of the British and the establishment of the national government. The concept of an aristocracy functioning as guardian could no longer be sustained. With the development of commerce and industry, the traditional feudal values began to be questioned by those who wanted to see Pakistan enter the modern age as a progressive country. The years after Independence witnessed this clash between the old and the new, resulting in periods of political instability and confusion of social values. However, an important factor remained largely unchanged; and that was the illiteracy and backwardness of the rural masses who constituted about 80% of the population. Thus, even though in theory public servants became servants of the public, yet in practice they still acted as guardians and leaders and their role remained of

key importance in the management of the affairs of the nation. However paradoxical the situation, it appeared to be a necessary phase in the transition of society from the 'traditional' to the 'modern'. In the meantime, every care had to be taken to ensure that the public servant was fully equipped to play this difficult dual role as effectively as possible. The playing of this role called for not only high ethical values and breadth of vision but also the capacity, in term of knowledge and skills, to achieve the goals of socio-economic development.

3. Realizing the importance of the role of the public servant in the administration of the country and to meet the requirements of a developing economy, the Government decided to set up in-service training institutions, where public servants working in various fields of government activity would be brought together for short periods of training to improve their efficiency and to reorientate their thinking to the tasks of nation building.

4. That administrative training possessed a powerful and continuing appeal in Pakistan is evident by the fact that the four-year period from 1959 to 1962 saw the establishment of six new administrative training institutions. This intense activity in institution-building was the climax of a ten-year trend, rather than a completely new undertaking. Advisers in Public Administration had been active in Pakistan from as early as 1953, when

the first major critique of Pakistan's administration was prepared and submitted by Rowland Egger. His report, which was severely critical of the deficiencies in Pakistan's administration and quite explicit about the need for sweeping reforms, recommended a number of structural changes in the administrative system of the country.

5. These early initiatives which were, for the most part, an expression of the American or British ideas about executive development, culminated in a rank-based pyramidal structure of administrative training, with the Pakistan Administrative Staff College at the apex. The National Institutes of Public Administration and the Pakistan Academy for Rural Development were created to cater for the needs of middle and lower middle level executives.

6. The package courses in Management and Development offered by these institutions were designed with the help of foreign advisers attached to these organizations which accounted for a similarity and uniformity of the course content and methodology in all these institutions. The courses were not designed on the basis of any systematic study of the training needs of the participants in these programmes, but on the basis of a general consensus on the functions of lower, middle and top management. This consensus was in effect the western consensus as the science of management had mostly developed in that hemisphere. In view of the foreign advisers' incapacity to fully comprehend the

problems of administration and development in Pakistan and to develop training material accordingly, the courses were overly academic and theoretical in nature based on the concepts and techniques of management and economic development in the West.

7. The national training policy began to take shape in the 1960s when a series of policy statements were issued by the Government recognizing the importance of administrative training at all levels for improving efficiency and inculcating a spirit of public service and development. The training institutions were to work within the framework of this training policy which provided for linkage of in-service training with promotions at the middle and senior management levels, and regular nomination of eligible officers with prescribed rank and length of service for courses at these institutions.

8. These policy pronouncements spelt out the objectives of training in general terms and were unspecific on the questions of the terminal behaviour expected from the participants and the content of training at different levels. The training institutions had therefore to define their own programme objectives and the course content in some cases became the function of teaching personnel who were available to teach it. An attempt was made in 1973 to re-appraise and reorientate training policy as part of the scheme of overall administrative reforms which emphasized professionalism and expertise based on scientific job evaluation.

The announcement of the Administrative Reforms in August, 1973 made particular reference to administrative training in the following words:-

"In our scheme of administrative reforms, we are going to give the highest priority to training. Correct training plays a critical role in promoting efficiency, reforming the attitude of officials and inculcating a better sense of public service and probity in them. Training institutions can become a major catalyst of change and reform in the hands of government. Along with scientific methods of recruitment, training is the principal means by which government ensures continuing high standards of performance by its personnel.

Unfortunately our training institutions have suffered or imbibed the defects of the administrative system under which they have been operating. Under the new set up our training institutions must take note of the pressing urges and demands of modernized management in a world that has become highly scientific and specialized. Training should be organized for all categories of government personnel, both technical and non-technical. It is also time that research in

government and administration is given the highest importance and finds a proper place in the training institutions."

9. Under the impetus of these reforms, the content and the discussions of the management programmes were adjusted to the qualitative shift in the functions and responsibilities of government which had grown rapidly affecting the socio-economic lives of the people. The theoretical content of the programmes was reduced to the absolute minimum required for proper understanding of the applied discussions. The methodology also underwent a change and the emphasis shifted from lectures to the use of problem solving exercises and case studies. The syndicate method of group discussions, adapted from the Staff College, Henley, was also used much more effectively. The new methodology attempted to improve the analytical, problem solving, leadership and decision making abilities of the trainees.

10. To increase the administrative capability for dealing with the increased volume and range of development work and to equip the administrators to prepare and manage soundly conceived programmes covering an entire field of activity in the various sectors of the economy, Centre for Project Planning under the Federal Government and Project Training Institutes in the Provinces were established to

provide instruction in project preparation, appraisal and management with emphasis on regional and local level planning. The large scale nationalization of industries which was carried out in the 1970s brought into sharp focus the problems of public enterprises and consequently seminars and special courses on the subject were organized both within and outside the existing training institutions. The regular Advanced Management Programmes were also modified to include discussion of the various facets of the public enterprises. A concerted effort was made to train the civil servants in the techniques of modern management by launching programmes in Investment Analysis, Decision-Making and Implementation, Electronic Data Processing and Management Services.

11. The major objectives of these training programmes, as mentioned earlier, were to create a spirit of service and inculcate a development orientation among the administrators. The objectives were set on the assumption of authoritarian and law and order attitudes of the Pakistani administrators acquired from their colonial past. These assumptions lost some of their validity with the raising of a new generation of administrators recruited and trained in Pakistan. Whereas authoritarian attitudes still persisted due to the important position occupied by the bureaucracy, most of the administrators were in the course of time well equipped with the knowledge and skills needed for economic

and social development. Taking note of this changed situation, the Civil Services Commission(1978-79) strongly urged that while acquisition of knowledge and skills should continue to receive the importance it deserved, the emphasis of training must shift in the direction of character development and attitude formation with a renewed commitment to the service of the people and humility towards the masses. The Commission recommended redefinition and reordering of the objectives of administrative training in the following words:-

1. Development of the trainee into a well-behaved and dedicated public servant, motivated by the ideology of Pakistan and injunctions of Islam.
2. Inculcation of the highest standards of integrity - intellectual, moral and financial.
3. Improvement in competence through imparting information, knowledge and administrative and specialized skills.

12. Coverage of training was another area which came up for consideration by the Commission. In the words of the authors of the report; "compared to whatever is covered by the existing arrangements, that which is not covered is much larger. It is generally assumed that management training, pre-service or in-service, is the requirement by and large, of officers of grade 17 and above and there too mostly, that

of those groups recruited through the combined competitive examination. Discussion gets confined mostly to issues and problems pertinent to training arrangements that already exist, and the gaping void, representing vast areas of public services like the doctors, engineers, agricultural specialists etc. left out of the training activity, gets overlooked. Again training arrangements are virtually non-existent for the field officers whose number is by far the largest and with whom the public contact is the most frequent. In fact the public image of bureaucracy is mainly formed by the attitudes and actions of the field officials who at present stand virtually excluded from the purview of training. For example, provincial government functionaries generally deal with matters directly affecting the lives of the citizens. Yet it is in the provinces that training deficiencies are the acutest."

13. Initiatives are already under way to give form and substance to the recommendations of the Civil Services Commission. In the light of the recommendations of the Commission and the policy of the Government to decentralize administrative training to extend its coverage and to bring the training closer to the environment and cultural influences of the organization, the new direction of the training effort can be summarized as under:-

1. The large part of the training effort is so far concentrated in separate institutions, operated centrally and almost entirely excluded from the day-to-day operation of the civil

service. The characteristic pattern of more or less all the institutes is their exclusive concern with management education. It is the organization of the training institutes, divorced from the day-to-day work of the civil service, that has led to their detached and academic approach, and to the lack of 'relevance' for which these training institutions are generally criticised. It is therefore necessary that while the existing institutional training should continue to be strengthened and made more purposeful, the main thrust of the future training effort should reside in the departmental training, whether it be on-the-job or off-the-job, depending on the need for association with the main stream of work, or whether it be skill specific and job oriented or general/control/coordinative training. For this purpose, every department/organization employing a sizeable number of staff should set up a training cell to draw up a comprehensive inventory of its training needs in collaboration with the Management Services/O&M Cell to design appropriate and feasible programmes to meet the identified needs, and to devise suitable arrangements for implementing the programmes to meet the requirements. Such programmes need not be elaborate,

requiring separate buildings and whole-time staff, but may be conducted after office hours, within the same premises with the help of such trainers as can be drawn from persons already working in those offices or can be invited from outside. The existing training institutions can help the departmental training effort by organizing courses for training the trainers to establish professional training capabilities in various civil service organizations.

In this decentralized approach to training, some measure of guidance and direction from a central point would not only be desirable but essential. In this connection the Services & General Administration departments have to assume leadership and coordinative role. For this purpose, a separate training wing may be established in these departments under the charge of an officer of suitable seniority which should be responsible for assessing overall training needs, and overseeing the preparation and implementation of programmes and arrangements to meet those needs, at all levels and at all stages. The key note in the whole system would be maximum decentralisation at the operational level but some guidance and direction from the central point to ensure a

degree of uniformity in areas susceptible to common approach.

2. Special effort is necessary to fill the void representing vast areas of public services more particularly the professional cadres such as the doctors, engineers, scientists, etc. for whom management training arrangements are at present virtually non-existent.

Similarly, special attention needs to be given to the training of field level functionaries particularly those dealing with matters directly affecting the lives of citizens such as law and order, revenue collection dispensation of justice, provision of educational and medical facilities, agriculture, irrigation and related activities.

3. The training of development administrators and more particularly field level functionaries working in public contact positions should, as far as possible, be conducted closest to the cultural influences of the work environment, so that the trainers and trainees live and study in conditions similar to those generally prevalent and experienced by the members of the public. In this training, emphasis should be on attitudinal

development and character building with a view to developing the trainees into a well-behaved and dedicated corps of public servants. These training opportunities should also be utilized to observe and isolate habits and attitudes which cause behavioural dysfunctions and design programmes specifically to eliminate such faults. Some of these maladies, apparently common to all bureaucratic cultures, appear so well in the Assheton Report, 1944, as "over devotion to precedent, remoteness from the rest of the community, inaccessibility and faulty handling of the genral public, lack of initiative and imagination; ineffective organization and misuse of manpower, procrastination and unwillingness to take responsibility and give decisions."

4. The training institutes currently available to the Government may be divided into categories, based on their functional specialism i.e. supervisory or general/control/coordinative training. Consideration may also be given to the possibility of each training institution choosing or being assigned a specific area of specialization so that such specializations complement and reinforce one another.

5. Training, like O&M is essentially a means of securing improvement in the operation of a large organization. Most often, what is voiced as training needs, are actually requirements for procedural and organizational improvements. Sometimes these are requirements for change or clarification of policy and plans, which are peculiar management prerogatives. What perhaps needs to be developed is a new speciality which is essentially a combination of training and O&M work. The training consultants and management consultants should work together in teams. However, the capability of O&M to provide effective management services to government must be enhanced before any such marriage is attempted.

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A NOTE ON NEW TRENDS IN THE TRAINING OF DEVELOPMENT ADMINISTRATORS IN

SRI LANKA

A simple black outline map of Sri Lanka is positioned behind the text 'SRI LANKA'.

Presented at
The Programme on
**NEW TRENDS IN THE TRAINING OF
DEVELOPMENT ADMINISTRATORS**
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by

**J. WEERASURIYA, S.L.A.S.
MINISTRY OF PUBLIC ADMINISTRATION,
INDEPENDENCE SQUARE,
COLOMBO 7,
SRI LANKA.**

A NOTE ON NEW TRENDS IN THE TRAINING OF
DEVELOPMENT ADMINISTRATORS IN SRI LANKA

In this paper an attempt is made to present in brief outline some of the new trends that have evolved in the process of the development effort in post-independence Sri Lanka, placing them in the perspective of the constraints to development which resulted from a long period of domination by some of the Western colonial powers. Attention is focussed on the very exacting demands made on administrative capacity in overcoming the problems, and the strategies adopted to strengthen the administrative capacity by meeting the need of training the country's administrators to meet the new challenges. A survey in retrospect has been made of the transition from the traditional administrative system inherited from the colonial rulers to the development administration of the present day, highlighting the new trends introduced to satisfy the need for training the country's administrators in preparation for "development administration" which has come to be a multi-disciplinary venture demanding the highest standards of efficiency and competence from public officers.

Sri Lanka is a small island situated to the south of India, having^a recorded history and a culture dating back to over 2500 years. The country suffered the on-slaughts of foreign domination for nearly 450 years, first at the hands of the Portuguese, then of the Dutch and lastly of the British and gained its political independence in 1948. During the colonial rule under the British, which lasted about 150 years and had the greatest impact in shaping the destinies of the country, the foreign administrators were mainly concerned with the maintenance of law and order, so as to avoid chaotic conditions in the country which would impede the collection of revenue and the filling of the state coffers. In spite of the development of a plantation economy and the infrastructural development which went hand in hand with it, both of which have made a significant contribution to the developmental situation in the country today, it would not be far from the truth to say that no systematic programmes of national development have been undertaken by the British rulers.

It was only several years after gaining political independence that economic and social development became matters of major concern to the government of the country. Thus, some of the initial measures taken towards that end such as alienation of state land for village expansion, opening up of colonisation schemes, providing minor irrigation facilities for lands and restoration of some of the ancient irrigation works, and general agricultural extension, were mainly concerned with the amelioration of the conditions of the rural masses, who, through long neglect and deprivation had sunk to low depths of poverty, landlessness and unemployment. However, development in these initial years after independence proceeded at a very leisurely pace.

With the developments that were taking place, influenced by the political promises of the leaders of the nationalist movement that gained political independence for the country, and the socialist ideals of greater social equality through governmentally managed development and such other forces, the people began to expect a better standard of living for themselves and their children. In fact, the fulfilment of these aspirations became the first priority of successive post-independence governments, which were politically committed to the people who had placed them in power. The government made large investments on education, and with its expansion, people became more politically conscious and played a greater role in promoting socio-economic development. The improvement of health facilities added another dimension to the economic problems faced by the country. With the growth of life expectancy and the drop in the mortality rate, the population of Sri Lanka which stood at 6 million at the time we gained independence has risen to 15 million in the nineteen eighties. The growing demand for providing the basic necessities of food, clothing and means of livelihood for the increasing numbers, as well as promoting economic growth and development, presented a serious challenge to successive governments.

The country had inherited from its colonial rulers a lopsided economic structure. Production was confined to a few primary commodities, tea, rubber and coconut, which were mainly for export to the industrial countries, while the major proportion of consumer and capital goods had to be imported. The prices of exports steadily fell, but in order to maintain a satisfactory standard of

living for the people, imports, mainly of food, had to be continued, in spite of the rise in prices. A major part of the governments' expenditure was on the imports of food, which was provided to the people on subsidy. To prevent a further decline of the worsening economic situation, a rapid transformation of the economy through a diversification of the export base, as well as investment in new exports was found necessary. Since adequate resources, in order to break away from the sorry economic plight, were not generated internally, the budgetary deficit had to be met from foreign loans; and with the rising interest rates on loans and the burden of servicing debts, and with the unprecedented cost increases in the sphere of development, mainly due to the sharply increasing fuel prices, acceleration of the pace of development became an urgent need.

Development had to be concentrated mainly on the rural sector, for it is here that the problems created by underdevelopment were most acute. Landlessness, unemployment and under-employment, unevenness in the distribution of productive assets and the resultant poverty were some of the ills to be remedied. Rural poverty had given rise to a tendency to drift to the urban areas--an exodus from the villages. To counteract this tendency, the villages had to be developed to make them better places for living and earning a living. And in this function of rural development, optimum use had to be made of the natural and human resources of the villages, in order to enrich the quality of life of their people. Infrastructural facilities of transport, communication, energy and fuel, irrigation, water supply and drainage, education, health, marketing, community life, recreation and training in development skills had to be provided. And planning these different aspects of development had to be undertaken not in isolation but as a package deal.

For a development plan to be carried out successfully there must be political stability in the country, a commitment to the plan by the political leadership, and an element of public support and participation in the planning effort. But even where all these factors were available, a plan would fail for want of administrative capacity in realising the targets of the plan. Therefore, it was essential that a country which hoped to plan its development should evolve a modern development administration and achieve higher levels of administrative leadership.

As a part of the strategy for improvement of administration, the need for the training of the administrators has been recognized by the successive governments in Sri Lanka, and more so during the last decade. Although the need for development has been felt and recognized from the early days of independence, it is not until the nineteen sixties that a real thrust towards development has been made. How the concept of training progressively gained in importance is reflected in the brief history of the development of Public Service Training in Sri Lanka.

In the mid fifties, Public Service Training was handled by the Organization and Methods Division of the Treasury. The training imparted by this Division included Orientation training for recruits to the Civil Service, D.R.O. Service, Accountants' Service and allied services, and In-service training for Heads of Branches and Supervisors. Apart from this, Management Courses of short duration were also conducted. The Public Service Training Centre established in 1958, covered a wider field of training, but the major part of public sector training continued to be undertaken by individual Ministries and Departments, to meet their own requirements.

The need to train the public servants was expressed in no uncertain terms by the Rajendra Committee, appointed in 1966 to recommend Administrative Reforms. "If the government endeavours to plan the economic life of the nation and promote employment", the Report said, "persons engaged by the state should be adequately trained". On the recommendation of the Committee, the Academy of Administrative Studies as a separate Institute, was established in 1966. The Academy conducted a wide range of programmes covering general and specialised areas of management, and its range of training courses included Induction Training of Administrative Service Cadets and training of Accountants in Public Financial Management, as well as refresher courses of short duration. As an extension activity, the Academy undertook a survey of training needs, and prepared training guides for Supervisory Management and Disciplinary Procedure.

After 1970, when National Planning was found to be a failure, a new trend in planning developed in the form of decentralised planning. The concept of decentralised planning was

supported by government policies, and accordingly, the training programmes were geared to meet the requirements of the District Level Officers, such as the Development Assistants of the Planning Ministry, the Assistant Government Agents, and so on.

In terms of an important policy decision taken by the Minister of Public Administration with regard to the role that the Academy was expected to play in the enhancing of Management capability of the public sector, the Management Services Division of the Ministry was amalgamated with the Academy, which was redesignated as the Sri Lanka Institute of Development Administration, in November 1979.

In the context of the recognition of the importance of training for development we may also mention the International Aid received by Sri Lanka in its development effort. The Assistance received from the UNDP under two consecutive UN Projects to fund the services of UN Consultants, Post graduate Fellowships for the faculty and the supply of books and equipment, was of immense value in setting up the Academy as a non residential training centre in 1966. More recently, the UNDP is also funding, in collaboration with the Ministry of Plan Implementation and Finance and Planning, 10 courses in Project Planning and Implementation for District Officers, in 1982-83. Assistance has also been provided by the US Aid Mission, in organising training programmes for project officers and trainees in project work, and by way of Post graduate fellowships and training in US for SLIDA faculty. The assistance given by the KAS (Konrad Adenauer Stiftung) Foundation, has been of immense benefit to the cause of training in that many of the training programmes, seminars and workshops organised during 1980-1982 as well as publications undertaken by SLIDA would not have been made possible if not for the generous funds received from the Foundation.¹

In Sri Lanka, in the post independence era, the Public Administration sector had grown to be the most salient sector in the society as a whole. Out of the total employed labour force of 4 million people, about 30% are employed in Government Departments, State Corporations and other Semi-Governmental Institutions.

1. SLIDA Prospectus 1983 - Introduction.

About 75% of capital investment in industry and 60% of the total industrial output of the country is from the State Sector. Economic activity in diverse fields such as agricultural and industrial development, banking, insurance, import and export trade, distribution, transport, construction, mass media etc. are dominated by the State. The influence of government policy and regulations also pervade all other fields of life in our society.² Therefore, the tasks of development necessarily point to the need for developing administration in the public sector.

In such a context, the development of the administration to prepare the administrator for his new role as "the development administrator", was a strongly felt need.

As we have already observed, the jobs which the public servants, particularly the administrators are called upon to perform, cover a wide and varied range, and as widely varying will be the accomplishments they should have. How these accomplishments can be gained from training, and what new trends have been introduced into such training we shall discuss in the following pages.

Public service training can be divided into 3 broad categories, namely, Orientation and Induction Training, In-service Training, and On-the-job Training³.

While Orientation Training is meant to train the employees for a special job, Induction Training seeks to widen the trainees' area of knowledge, help them acquire modern skills and modern techniques, and help change their attitudes and behavioural patterns.

An analysis of the Induction Training programme recently introduced by SLIDA for cadets recruited into the Sri Lanka Administrative Service, which is of 1 year's duration, will serve as a good example to distinguish some of the new trends introduced in their training with a view to equip them with the knowledge, skills and attitudes necessary to perform their duties as development administrators.

2. Public Management, edited by Neil Fernando -
SLIDA Publication 1980 - Introduction.

Prior to 1980, there was no firm basis for the Induction Training of SLAS cadets. Their training lasted for periods ranging from 6 to 9 months, but in the case of new recruits who had had previous administrative experience, this period of training has been sometimes curtailed or dropped altogether and placements have been made directly after recruitment.

However with the emphasis placed on the need of a more comprehensive and intensive training for the new recruits to the Administrative service, the new Induction Training Programme above referred to was introduced in 1980.

The objectives of this Programme are as follows:

- A. To provide the trainees an understanding of the economic, socio-cultural and political environment, the judico-legal infra-structure, and the constitutional framework within which they have to work.
- B. To help the trainees obtain a basic knowledge of the principles and processes of management and other relevant disciplines, and thereby develop organizational, analytical and decision-making/ problem solving skills which would enable them to improve their managerial capacity and competence, not merely to think critically and decide promptly and judiciously, but also to cope with the rapidly changing conditions of the immediate environment and the society at large.
- C. To foster an innovative and dynamic administrative culture by exposing trainees to the current management practices and techniques, including those prevailing in the Private Sector, with a view to achieving greater administrative effectiveness,
- D. To promote a broad outlook and a mature understanding which would help the trainees to appreciate each other's role in the total administrative system, specially, the inter-connections, inter-dependencies and complementarities of their future functions and responsibilities.
- E. To create among them an awareness of the crucial role of the "Development Administrator"- as an agent and catalyst of change in the society in which he works.

- F. To encourage them to develop the desired attitudes, perspectives, values and qualities of leadership, as well as, a sense of commitment to national duty and socio-economic upliftment of the poor, under-privileged and the socially neglected.
- G. To inculcate among trainees an awareness of ethical problems they may face as they move upwards in the service and to instil in them a sense of service and dedication to the community and a view of the public service as a high and noble profession and vocation⁴

Since the recruits do not have a uniform background of academic education, the knowledge that the training programme seeks to introduce to them comprises of subject areas relevant to their field of work, such as Management and Organisation, Economic and Social Policy, and Research/Planning Techniques and Methods. Each trainee is expected to complete a Research Study on an approved topic selected from the following areas of specialisation:-

- a. Development Policy and Planning
- b. Management and Organisation
- c. District Administration/Regional Development
- d. Rural/Community Development
- e. Project Management

The skills that the Programme seeks to impart to the cadets are the management skills, which are primarily concerned with improving organization and job performance. Most of the training for development of skills would traditionally fall into the category of in-service training which is intended to be a continuous process in an officer's career, to give him the knowledge and skills required for the job, as well as to up-date and up-grade his skills.

⁴. Sri Lanka Administrative Service Induction Training Programme, 1982 - 83, Cadets Handbook pp. 09-10.

But now we observe a new trend in training, where skills merge with attitudes as it were, complementary to each other, as exemplified by a new training component of this Induction Training Course, known as "The Village Immersion Module". The purpose of The Village Immersion Module, is outlined as follows, in a handout distributed among participants.

The Village Immersion Module is primarily intended to make the participants experience and understand the realities, constraints and opportunities found in typical (mostly depressed) rural (and even urban) communities and thus develop the pre-disposition to work for a balanced and equitable distribution of development opportunities and a definite bias for the participatory approach in bringing about major changes in the Community and society in general. It is a process of "immersion", an "experiential learning" process of actually living in the home of a rural villager, sharing his food, participating in his daily economic and community life, feeling and understanding his hopes, problems and frustrations, knowing his perception of government and government servants, and noting the positive and negative impact of the national development efforts. Further, this exposure to a village environment is intended not only to develop a commitment among the participants towards the policy programmes aimed at the development of the rural people but also to enhance their understanding of the working of government programmes at grass roots level.

There are two distinct learning components of the Village Immersion experience which directly aim on attitudinal development and character building. The first one is the 'sensitizing' component whereby by simply being with the people 24 hours per day the individual participant begins to realise what life is like for the great majority of Sri Lankans. Although a great many of the participants may have been born and bred in the villages, they are now in various stages of alienation from actual rural life. By living again with a rural family and inter-acting with the villagers the participant undergoes an intensively experiential experience as the reality of the village unfolds itself before his eyes.

The second component is the "awakening" part where the participant starts reflecting on what he sees, investigates actual conditions and patterns of behaviour and inter-acts with the people and thinks out things with them. It is at this point that the village immersion can be considered to have taken effect.⁵

The process of self-realization envisaged here would bring to one's mind, the Upanishadic concepts of śravaṇa, manana and nididhyāsana the processes to be followed on the path to the realization of Spiritual Knowledge.

With the growing emphasis on development administration, recognition of the need to involve in training not only the administrative staff, but also the staff in other services such as doctors, engineers and other scientific and technical staff is reflected in some of the training courses undertaken by the SLIDA. The recognition of the need for general administrative training for such categories of public officers is reflected in the Induction Training Course designed for new recruits to the Sri Lanka Engineering Service, where among other things, they are expected to cover subjects such as Government Policy, Office Procedure, Financial Control, Discipline, Management and Public Relations.

The emphasis laid on co-ordinating aspects, public relations and the problems of integrated rural development for instance in training programmes such as Village Level co-ordination, Integrated Social Administration, District Development Administration etc. conducted by SLIDA for officers such as Rural Development Officers, Grama Seva Niladharis, Public Health Inspectors, Nurses and Midwives, Cultural Officers, Cultivation Officers and Village Headmen also underline a very important trend in the need to train at Village Level. It is these officers who will be called upon to implement the plans at that level, and if they fail, the plans will fail.

These new trends stand out in their significance, in the background of the traditional role of the administrator, where he was cast as one who 'governed' in the interests of the ruler, and not one who 'served' in the interests of the community to which he himself belonged.

The Present Situation and Development
of the Training of Administrators
in the People's Republic of China

Lin Yixin

It is a great honour for me to be able to participate in the Regional Programme on the New Trends in the Training of Development Administrators. Please allow me to express my thanks to the host country -- the Government of India, and to the UN APDC, the Department of Personnel and Administrative Reforms, Government of India and the Indian Institute of Public Administration, under whose auspices this programme is being arranged.

Allow me to avail myself of this opportunity to present to you with a brief account of the development and trends in the economy of China and the training of administrative and technical personnel in my country. In my presentation I shall mainly be dealing with the training of administrators which is also my responsibility in the China Enterprise Management Association (CEMA).

As a result of the conscientious implementation of the correct principle of readjustment, restructuring, consolidation and improvement, the initiation of the policy of opening to the outside world and of reinvigorating our domestic economy and the adoption of a series of major measures, our economy has made considerable advances in the past four years and now embarked on the path of steady and sound development. In the last year, the Communist Party of China held its Twelfth National Congress, at which it formulated the strategic objective, steps and priorities for China's economic development in

the coming two decades. The general objective for the next two decades, or the objective for the year of 2000, is while steadily working for more and better economic results, to quadruple the gross annual value of industrial and agricultural production, and that is a three-fold increase. From an overall point of view, what is most important in our effort to realize this objective in economic growth is to properly solve the problems of agriculture, energy and transport and of education and science, which is the strategic priorities. In order to realize our objective, we have decided to take the following two steps: in the first decade, aim mainly at laying a solid foundation, accumulating strength and creating the necessary conditions; and in the second, usher in a new period of vigorous economic development.

To develop the national economy and to quadruple the gross annual value of industrial and agricultural production by the end of this century, thereby laying a solid foundation for the modernization of China, it is imperative that there should be advance in science and technology, which means large numbers of qualified personnel. It has been estimated that in the first decade starting from 1981 China will need 14 to 15 million university graduates and graduates from vocational schools of secondary level, but the existing institutions of tertiary and secondary education will be able to turn out only seven to eight million graduates, which means the remaining half of the required number will have to be trained by a variety of forms of vocational education, such as correspondence courses, evening schools, sparetime schools, TV universities run

by the various government departments, enterprises and universities and technical secondary schools.

Not until recently did we begin to realize the importance of on-the-job training. This has resulted in the fact that a large number of skilled workers suffer from a low level of proficiency and some of the one-time skilled workers are unable to meet the demands of present-day advanced technologies. In the industries technical personnel account for only a small percentage of the total number of staff and workers, and what knowledge they have is rapidly "ageing". The educational and vocational level of a large number of China's present administrators is low. There is an acute shortage of qualified technical and administrative personnel. Such a state of affairs is clearly very unfavorable for realizing China's strategic goal of modernization and of achieving ever-better economic results. A sample survey of a number of enterprises throughout the country shows that a large number of their administrators have had only a secondary education or lower. The overwhelming majority of them never had any training in management and this applies to the small number of those who have had a secondary or tertiary education. That should explain the urgency felt about the training of qualified administrators.

In a country such as ours that is backward economically a crucial factor affecting the success of its economic development is the possession of a knowledge of modern science and technology and modern managerial science. Adequate stress should be laid on the training of qualified personnel. Last year in China's Guangdong Province, a course

was run for managers. The participants studied the value engineering, which they subsequently applied to twelve production projects, which yielded a gain of 27,000 yuan RMB as a result of reduced cost of production and increased profit. This example shows what role a knowledge of managerial science can play in translating production potential in reality.

Retraining of administrators and other personnel is now high on the agenda. Offices for such training have been set up at various levels of government and efforts are being made towards guaranteeing its success through planning and providing the necessary material support.

In the 80s the stress is on normal training of administrators in their specific fields so that most of them will acquire a secondary vocational education or higher. As for those of workers who never had a secondary education the first step is offer standard secondary school courses and technical courses, and then to vigorously develop secondary vocational education with a view to substantially raising the percentage of skilled workers of advanced and intermediate levels in the work force. To update their professional knowledge, technical personnel will be given systematic training. It is hoped that through on-the-job training and recruits from universities graduates there will emerge by 1990 a sizable contingent of administrative and technical personnel who are proficient in their own field sufficient in quantity for the country's needs, and a contingent of workers who will constitute a reasonably rational hierarchy of technical ranks.

To reach those goals much needs to be done. A

"National Staff and Workers Training Commission" was formed in 1980 whose responsibilities include planning of the training of staff and workers and providing guidance on workers' on-the-job training. Similar institutions have also been formed at various levels of government down to the county level. Offices for educational matters have been formed in enterprises to handle the day-to-day routine. CEMA is a non-government organization; yet it has direct connections with the State Economic Commission(SEC). In the four years since it was set up it has done much in the training of administrators for the industrial enterprises and accumulated useful experience.

From 1979 on the Beijing Training Centre, under the joint sponsorship of the State Economic Commission, the All-China Federation of Trade Unions and CEMA, has run 13 study courses, each lasting two months. Participants included chairmen and vice-chairmen of economic commissions and chairmen of federations of trade unions of various provinces, municipalities, autonomous regions as well as major industrial cities. In the study courses lectures were given on macro-economic theory and management and administration of modern industry. It has also run three other study courses on specific topics for directors of advanced factories, as well as university teachers of business management and researchers in economic management of research institutes. Participants of these latter study courses discussed and studied the system of leadership in the industrial enterprises and the basic work in enterprises and technical transformation of existing enterprises. The studies and explorations yielded useful suggestions for developing a Chinese-style enterprise ma-

nagement.

Since September 1981 under the joint sponsorship of SEC, CEMA and the Shanghai Economic Commission and Enterprise Management Association, six enterprise management study courses have been run for directors and managers of advanced enterprises throughout the country. As the largest and most advanced industrial city, Shanghai has much to offer in terms of experience of management for other parts of the country. The key topic of these study courses was therefore the experience of enterprise management of Shanghai and a few other cities and provinces. There were also lectures on macro-economic and micro-economic theory and basic knowledge of modern management. Visiting to factories in Shanghai enabled the participants to understand and absorb what they learned in the study courses.

Efforts have also been made to train middle-aged and young administrators. Incomplete statistics show that in the past year alone, more than 15,000 middle-aged and young administrators attended training courses, lasting upwards of one year. Many institutions of higher learning have at different periods of time offered 75 training programmes for on-the-job administrators, with participants numbering over 4,000. There and other institutions have helped run correspondence universities, evening universities and TV universities that offer various courses in economics and macro-management. The participants were most of them under 35 years of age and had work experiences at least 3 years and had passed examinations similar to those for secondary school graduates. The durations of study ranged from two to five years. Upon graduation they were treated as university graduates. They will con-

stitute a new force of administrators who have gone through systematic training.

Apart from giving enterprise senior managers training in their specific fields, we have trained large numbers of administrators in their specific fields to meet the demands of strengthening enterprise basic work. Last year in Beijing, administrators in the fields of finance and trade, supply and marketing, production planning and statistics attending training courses exceeded 110,000 person-times. In the training courses they acquired new knowledge, raised their skills and after they returned to their enterprises were able to strengthen the enterprise basic work there. For example, after attending a training course in finance management, many deputy directors realized that only when "post-production measurement" is replaced by "pre-production forecast" can we really promote production, have better marketing, reduce the cost of production, thereby achieving better economic results.

To take the training of administrators at various levels as a regular task, CEMA and local associations and major enterprises have in the past four years helped to set up training centres, cadres schools and staff and worker universities. Most of the teachers of these schools are chosen from among the staff of the enterprises, supplemented by teachers from universities and secondary vocational schools who are invited to give lectures. To raise the level of the teachers, to enable them to acquire a wider knowledge of management and understand world trends in modern management, people's governments at various levels and departments concerned have run training courses for trainers. Last year, a management trainers' training prog-

ramme was run under the joint sponsorship of the Shanxi Cadre School and the Shanxi Institute of Finance and Economics.

A combination of classroom teaching with visits to enterprises enabled them to gain a sound and systematic knowledge of enterprise management and systematic understanding of our economic policies. In the course of study they exchanged one another's experiences in their respective enterprises. Some of their graduation thesis reaches a high theoretical and practical level.

At the same time, in training of administrators efforts are being made to learn from the experience in modern enterprise management in foreign countries.

Under the joint auspices of China and the United States, the National Centre for Industrial Science and Technology Management Development(Dalian) has since 1980 run four training programmes, each lasting six months and 665 participants altogether. Courses offered included management economics, production management, marketing, financial management, organization and behaviour, management of science and technology, management information system, accounting and control and so on.

The teaching materials used were edited and translated and subsequently published by CEMA. These materials facilitated our systematic understanding and study of our American colleagues' experience in management.

Between 1980 and 1982, at the invitation of CEMA and assisted by the Japanese government, the Japan Productivity Centre sent experts to China who conducted eight programmes on Japanese consultancy, each lasting three months, with courses

on general survey of Japanese management, procedures and methods of management consulting, personnel management, financial management, production management, marketing, and information management. At the end of the lectures, the Japanese consultants and Chinese participants did field work in factories, during which the experts carried out enterprise diagnosis and offered counsel to factories management, thereby enabling the participants to acquire a practical knowledge in what they have learned in managerial science. With experience gained from these programmes and in collaboration with local associations, CEMA has trained about 1,000 management consultants capable of providing management consulting to relevant enterprises.

Groups of managers have been sent abroad to study. They go through the training centres of some companies, institutions, which have bilateral relationship with CEMA in Japan, France, Sweden, Switzerland, Norway, the United States and other countries.

Experience has been accumulated in the training of administrators in the past years, some of which I shall now discuss in broad outline.

First, the training of qualified personnel is a long-term strategy of the national economic development. So it should be included within the framework of the national development planning, how many qualified personnel in what specific fields will be needed in, say, twenty years time and then in the light of such a forecast draw up a long-term training plan before proceeding to make short-term plans, which should take into consideration present urgent needs. This combination of long-term and short-term planning based on forecasts is a sure guarantee for smooth development of the nation as a whole or an enterprise

in special.

Secondly, in order to improve the quality of training, it is quite necessary to listen to the trainees' opinions regarding the ways and methods adopted in teaching. In the light of such opinions, efforts should be made to improve teaching and general service. A feedback system should be set up by which extrainees can report back to training centre administrators on how they are applying what they have learned in their actual work and on suggestions for improved teaching.

Thirdly, the training of administrators should be combined with research. In the course of training both teachers and trainees can discuss in-depth about the real problems occurred in factories which trainees brought in. Through careful study they could possibly get better solutions and hopefully develop a theoretical understanding to these problems, which will of course result in improved training and teaching.

Fourthly, management science has developed to a more interdisciplinary stage, which differs greatly with two or three decades ago. It is no longer possible to rely on one or two administrators alone. It is imperative that members at each level in an organization should fully understand the management goals, so that they will understand why they are required to perform certain tasks in a certain way. For instance, a course in Value Engineering will enable designers for new products to take into consideration such factors as the cost of production and specifications of the new product and, striking a balance between the two, turn out designs that will require the minimum cost and yet possess the desired function and quality of the product.

Fifthly, in learning management experience from foreign countries, our guideline should be "starting from our own needs, absorbing all good points from different schools of management and gradually developing a specific style of management of our own." We should, on the basis of summing up our own experience and studying the experience of foreign countries with the final objective to gradually develop a Chinese style of management science suited to our socialist economy.

Sixthly, one important and effective way of expanding the training of administrators is for training centres and other institutions of vocational education to establish ties with institutions and universities and to invite their teachers to give lectures. By the cooperation of the training centres and universities, large amount of managers can be trained in relatively short period and concurrently lead to the formation of a teaching team for the centre or cadre school.

Administrator training is a recent development in China, with a history of only four to five years. The overall situation is good and training is developing rapidly. Nevertheless there are problems. One of the more outstanding problems is an acute shortage of teachers. Other problems include an uneven development in the different localities in respect to administrative training and insufficient funding. However, it is my conviction that in the not too distant future the difficulties will be overcome and the deficiencies remedied. We are fully aware that the performance of our on-the-job training of managers will have a direct impact on the success of our economic development. So it is a great plea-

sure for me to have such an opportunity to come here to learn the experiences in administrator training in other countries.

As a developing country, China would very much like to establish ties of cooperation with other countries, including with other developing countries. CEMA also wishes to establish contacts with similar organizations of other countries so as to facilitate exchanges and cooperation. Such exchange, I believe, will promote better understanding and better cooperation between our countries and between our institutions.

NEW TRENDS IN THE TRAINING OF DEVELOPMENT ADMINISTRATORS

A Regional Programme for
Trainers and Development Administrators
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Paper Presented

By

B J Chacko
Director
National Academy of Direct Taxes
Nagpur 440 029
INDIA

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1 INTERFACE BETWEEN DEVELOPMENT AND INCOME-TAX DEPARTMENT:

The essential task of development administration is mobilization and allocation of resources for planned growth.

The Income-tax Department functions within the broad policy parameters of the Government of India, with the primary objective of providing resources for development and promoting socio-economic objectives of the Government. About these objectives the Hon'ble Finance Minister Shri Pranab Kumar Mukherjee while addressing the trainee officers in the Academy on the 20th January, 1983, observed :-

".... The primary objectives of direct taxation in India are:

- * to mobilize resources for development;
- * to use direct tax laws as instrument of social transformation;
- * to reduce disparities of income and wealth; and
- * to achieve the socio-economic objectives of the Government".⁽¹⁾

2 RESOURCE MOBILIZATION FOR NATION BUILDING :

In all developing countries, a major task before development administrators is to mobilize more and more resources for faster growth. In India the outlay in public sectors in the Sixth Plan period is targeted at Rs.97,500 Crores. For such a massive outlay, resources through direct taxation are targeted at Rs.19,000 Crores. Increased outlays are necessary due to the adverse capital-output ratio that has manifested itself at this stage of development in India. Though gross savings as a percentage of gross domestic product at market prices has risen from 10.2% in the pre-plan period to almost 23% in recent years, the trend rate of growth in income has not improved. This implies an increase in incremental capital output ratio. ^{It} has risen from 3.2% in the first plan to 4.1% in the second, to 5.4% in the third and 5.7% in the fourth. Though it declined in the Fifth Plan, recent data seems to indicate that the ratio is around 6%.⁽²⁾

Thus, the task of increasing productivity in the Income-tax Department to provide larger resources for development assumes greater importance. Though the target tax collection has shown a welcome buoyancy during the plan period, there is no doubt that with better training, resources mobilization can be improved further. Table given below gives the total direct taxes collection of the Government of India for the period 1950 - 51 to 1982 - 83. This does not include Gift-tax and Estate Duty.

TOTAL TAX COLLECTION OF THE GOVERNMENT OF INDIA 1950 TO 1983							
(Rupees in Crores)							
	1950-51	1960-61	1970-71	1975-76	1980-81	1981-82	1982-83
DIRECT TAXES	231	402	1,009	2,493	3,268	4,116	4,626
i) Corpn. Tax	39	110	371	862	1,311	1,962	2,382
ii) Tax on Incomes	134	169	473	1,214	1,506	1,520	1,563
iii) Wealth-tax	-	8	15	54	67	75	80
							(3)

3 NEW ROLE OF THE TAX ADMINISTRATORS:

Like the other Government Departments, the Income-tax Department has broadly retained its pre-Independence structure. But the tasks and functions of the managers in the Department have undergone a qualitative change. The tax administrator of to-day has to develop a sensitivity to the nurturing of new industrial undertakings, the development of backward areas and tapping the revenue potential of the Government spending in various sectors of economy if he has to implement the tax laws in their true spirit.

4 DEVELOPMENT AND TRAINING IN THE I.T. DEPARTMENT:

For developing the tax administrators and officials in this changed job context, it is essential that infrastructure for imbibing new knowledge as also for learning new skills and attitudes are created.

The Income-tax training set up is directly under the Central Board of Direct Taxes which consists of six Members and is presided over by the Chairman. The apex training institution

known as National Academy of Direct Taxes is situated at Nagpur and its four Regional Training Institutes are situated at Bangalore, in the South, Lucknow in the North, Bombay in the West and Calcutta in the East. Under the direct supervision of the Regional Training Institutes, ten Mofussil Training Units function at Bangalore, Tiruchirapalli, Bombay, Poona, Ahmedabad, Ranchi, Shillong, Lucknow, Agra and Patiala. Apart from these mofussil training units, four Metropolitan Units function under the supervision of the Regional Institutes at Madras, Bombay, Calcutta and Delhi.

5 TRAINING METHODOLOGY:

Besides the time honoured lecture-cum-discussion method, we have increasingly introduced participative methods of training in our courses. We have designed programmed learning frames for technical subjects like Accountancy; we use flow-charts and algorithms to help the participants assimilate the complicated provisions of law. Simulation exercises and case studies are used to supplement the theoretical grounding of various subjects with the practical touch.

6 ON - THE - JOB TRAINING:

Our traditional methods of recruitment of officers to man the higher responsibilities in the civil service is based on finding a generalist. Hence a new entrant to a Department like the Income-tax has not only to acquire the knowledge of tax laws and accountancy but also the skill to apply this knowledge in a given system. In order to familiarise the probationers with the system of management of a tax office, on-the-job training has been built between two modules of off-job training in the Academy.

7 IN - HOUSE AND GUEST FACULTY:

In our training organization the trainers are mostly drawn from the Income-tax Department and we do not have a core faculty even for subjects like Management and Behavioural Sciences, General Law, Advanced Accountancy. A permanent core faculty to

deal with a few specialised subjects, mainly in the management sciences area would enhance the effectiveness of training. While at present management experts from outside are invited as guest faculty, it is our experience that they do not have the intimate knowledge and familiarity with practical problems in the field. Their lectures and case studies are based mostly on concepts developed in the Western countries and is often ill-suited to the needs of a developing country. To off-set this draw back a case study bank has been developed incorporating sixty case studies on a wide range of subjects which have practical application to job situations in the field.

8 PARTICIPATIVE LEARNING BY ADULT GROUPS:

The trainee population for both the induction and in-service courses are from a strata which is described by the educationalists as "Adults". It is important to orient training so that the adult trainee gets the maximum participation in the process of learning. Only such internalization of knowledge will bring about changes in attitudes. To promote such participative methodology in the induction courses for newly recruited probationers, an attempt was made to develop their qualities of leadership through an experiment taken from 'Neil Rackham's Book.
(4)

This experiment was carried out in three stages.

In the

I stage the probationary officers were classified into the following three categories on the basis of their responses during two structured general discussions:

- (a) Highest contributors.
- (b) Average contributors.
- (c) Lowest contributors.

In the

II stage the probationary officers were divided in the above mentioned groups and were given a few syndicate discussion exercises.

In the

III stage, the probationary officers were re-mixed in the original group and were again exposed to structural general

discussion. On observation it was found that the lowest contributors had come out of their reserve/shyness and the highest contributors had learnt that others also have a valuable contribution to make hence the rate of their contribution had come down. The contribution by the average contributors also went up. By and large the experience narrated in Neli Rackham's book came out to be true:

<u>AVERAGE CONTRIBUTION LEVEL</u>			
Groups effect	No. of contributions made during four sessions		
	originally	in new mixed groups	by the original groups
H C 17% decrease	1,280	650	1,070
A C 9% increase	772	624	851
L C 21% increase	302	603	366

(5)

For promoting the concept of self-learning amongst the probationary officers in line with view expressed by Ivor K Davies (6)

"When given responsibility for own learning, the student is more highly motivated; he learns and retains more".

the following steps were taken which would improve not only their verbal and written communication but would also promote self-learning.

- (1) The forum of probationers' talks was utilised through the process of giving assigned topic from the area of their syllabus, on which each speaker gave a prepared talk.
- (2) The probationers were also given an assignment of writing a small paper from the area of their syllabus. Before the examinations, most of the probationary officers took back their submitted papers for reconsulting for examination. This action gave a feed back of utility of this preparation by them. If this process can be widened to cover an extensive area of the syllabus, perhaps the need for lecture method could be reduced to such areas where the non-clarity of concepts are brought to surface through such assignments, along with initial introductions.

(3) At the initial stage of the Induction Course the probationers were also given an aptitude test designed by our Academy during the times of Shri V R Bapat, the then Director of NADT. The test known as A S L I gave an indication to each probationer about his aptitude for functions like ADMINISTRATION, SECRETARIAL, LEGAL & INVESTIGATION. The purpose of giving such a test was to make them aware that while performing the job of Income-tax Officer all the four qualities are essentially required.

9 DESIGNING NEED BASED TRAINING AND ITS EVALUATION:

Evaluation of training in Induction Courses lasting from 18 to 20 months can be effectively done on the basis of examinations at suitable intervals and attitudinal tests based on behavioural sciences. But to evaluate the effect of a short In-Service Course on a target population of "Adults" is a much more complex process. Though training in many countries including India has achieved a measure of sophistication and professionalism, it has not yet made a visible, perceptible impact on the organizational culture and ethos. This is a matter of concern and there is an emerging need to develop tools to appraise the effects of training on individual performance and organizational development with precision. With this view the National Academy of Direct Taxes has selected a small target population for an evaluation process - i.e. an evaluation at all stages of training from identifying training needs to final appraisal.

Normally, identification of training needs is a task of the superior officers of an official at his job situation. If this task, however, remains vaguely completed, the evaluation would also give results which would be unreliable. Therefore, the Assistant Commissioners of Income-tax, who would attend the two chosen courses on Interpersonal Relations and Management Information System, were chosen for identification of training needs in these areas of Interpersonal Relations and Management

Information Systems. The study which has been taken up through the help of a questionnaire-cum-interview is in progress. The analysis of information gathered would go into the structuring of the course by providing appropriate design and methodology. These courses would be evaluated through Job Improvement Plan in the above mentioned two areas. These two courses were selected as it was felt that they have immediate relevance to the functioning of the Income-tax Department; the course on inter-personal relations because of the need to improve the interpersonal relations and interaction between the administration and the staff on the one hand and the Income-tax department and the public on the other.

The course on management information system was selected to ensure accurate and timely statistical reporting and to enable middle level managers to use management information system as a tool for control and appraisal. It is, therefore, expected that the Assistant Commissioners will see the need for a change and development in these two areas and they will feel deeply involved and committed to bring this change and development in their job situation. To involve their superiors and subordinate in this effort so that the steps taken by them are not totally rejected, the superiors and subordinates have been made a part of the study through the same method of questionnaire-cum-interview. To bring about change it is important that the trainer as the agent of change has to merge in the profile of the participant and the more deeply the trainer is convinced about the need for change the more effective will he be as an agent of organizational development.

We are in the process of obtaining feedback to this questionnaire. An analysis of the feedback will form the basis of our course design.

10 DEVELOPING PROPER ATTITUDE / VALUE ORIENTATION:

There has been considerable discussion and debate on the profile of a Civil Servant of tomorrow. The expectation of the

Indian Govt. of its Civil Servants, in the words of Prime Minister Mrs. Indira Gandhi are :

"..... it is more important for a civil servant to develop an inquiring mind receptive to new ideas, and a restless spirit which constantly urges him on to find ways of doing assigned tasks better and more efficiently. These are the positive qualities expected of the Civil Servant of tomorrow. Negatively they should keep away from cynicism and the line of least resistance".(7)

Thus a receptivity to new ideas, ability to innovate and to perform tasks in newer and better ways, a positive outlook, a courageous ability to take decision are essential attributes of a developing administrator.

Value orientation and leadership qualities are more relevant in a developing economy than perhaps in an industrialized and fully developed country. A Civil Servant should not only be an administrator but a servant of the people. He should have an attitude of service rather than of control and regulation so that he can sub-serve the needs of a democratic and developing society. The inculcation of right values and attitudes through inputs of behavioural sciences, through counselling sessions, through example and percept are the most important responsibilities of a trainer. "In the words of Harold D Lasswell these values can be classified into 'power, respect, rectitude, affection, well being, wealth, skill and enlightenment'. From feed back in training courses, it is observed that at least three values - power, income and prestige - are dominant values among those engaged in development administration. Participants are unlikely to gear themselves up for task-accomplishment to achieve the goals of development administration unless they perceive that in the process they fulfil atleast one of the three dominant values to which they subscribe. This has an implication for Training in so far as training Govt. personnel to serve the people are concerned. In other words until and unless 'Service' itself becomes a dominant value giving satisfaction to the individual, the task of Development Administration is unlikely to succeed." (8)

Perhaps it may be worthwhile in this context to evolve a strategy for creating an ethos which covers all tiers of administration - senior, middle and operational. An individual pulled out at random and exposed to such attitudes may not generally sustain the impact. A comprehensive approach, therefore may help in instilling the proper attitudes as well as sustaining them in the young administrator over the years.

Of course, the difficulties in the way of imparting attitudes to the Adult are too well known to be repeated. Yet with carefully designed aptitudinal tests and by selecting appropriate methodology of training one could expect success if the conditions around are also conducive to this effort. An experimental beginning in this direction was made in the National Academy of Direct Taxes, Nagpur, by introducing for young officers of IRS an aptitudinal exercise ASLI blended with another exercise of group dynamics adopted from Neil Rackham as discussed in para 8. It might be rather early to judge the results.

11 CREATING MOTIVATIONAL CLIMATE:

It is common knowledge that experienced and developed trainers are in short supply. Training set ups, particularly in Government, have by and large not been able to attract the best talent to provide the required momentum to the training efforts. In the first place it may be difficult to select the right 'person' for the training assignment without a conscious effort in that direction. The matter is too important to be achieved by fluke. Secondly, when a trainer develops through experience and training, the training organization is somehow deprived of the advantage of his continued service.

There is an urgent, even desperate need to provide enough motivation for a trainer to stick on to the training job in the governmental organizations. It may be too idealistic to expect that the trainer would insulate himself against ^{the} general ethos of the organization. Even if it happens, such an isolated trainer can hardly be an effective agent of change - development. Recognition is the greatest need of 'education workers' and ways and means will have to be found to provide necessary motivation to the trainer before it is too late.

12 BRIDGING THE RESOURCES GAP :

It is indeed a stupendous task to impart necessary knowledge, skill and attitudes to growing numbers and keeping pace with the fast changing environment. The problem has all along been perceived by all concerned, but I am not sure whether there is any perceptible change in the situation over the years. It is a question of priority setting - not only on principle but to be implemented in all its implications. As pointed out a decade back in a background paper for the fifth Annual Conference on training organized by the Department of Personnel and Administrative Reforms, Govt. of India, "in the absence of formal and institutionally supported training plan, on a continuing basis a long line of public personnel after their pre-entry probationary phase of institutional training till their superannuation (a span of nearly 30 years) could be envisaged serving the Govt. relying on the strength of on-the-job development. The need for formal and even internal training opportunities for updating the stock of initial skills or knowledge, thus becomes obvious and critical. The opportunities for attitudinal re-orientation in the sense this aspect is professionally understood, is almost altogether non-existent and may not be available to the bulk of serving personnel". (9)

13 TRAINING AS A TOOL OF CHANGE - DEVELOPMENT :

Alfred North Whitehead spoke of the art of free society as consisting in "fearlessness of revision". In this immortal phrase, he summed up the essence of historical movement in society. Paraphrasing him, one could say that the management in the developing world is called upon to revise fearlessly the concepts and ideas of the existing theories largely borrowed from the developed nations in the light of its own specific conditions. Only then can it stimulate growth.

How do we inculcate this 'fearlessness of revision' in our development administrators? One has to be sure of his ground before he has the confidence to welcome the change. Then he can monitor the process of change by providing necessary directional guidance. It is here that a major thrust is needed.

Training is established as a change agent which provides the necessary perspective in which change may bear desired fruits.

We possibly cannot "gather the grapes of change from the thistles of statusquo". The trainer who sets the process of change in motion has to have a deep faith in the effectiveness of the process and he cannot be content with the marginal embroidery. For training to produce desired change, the trainer will have to ensure that the barrier between thought and action is broken. He should not seek the cosy safety behind the cocoon of old ways of thinking and doing things.

14 SUGGESTIONS:

Resource Pooling -

From what has been discussed, it emerges that the utilisation of available training resources need to be optimised. One positive step could be to avoid duplication of training efforts in the same direction. This requires a close coordination among all persons, institutions and agencies engaged in the training effort irrespective of the fact whether there are governmental or otherwise. This co-operation has to evolve sooner than later not only within our country but between different nations of the developing world. if we expect any significant effect of training on development.

Congruence Of Critical Factors -

A study by Prof. Samuel Paul on development administration in a number of countries, has thrown up four factors which are critical in optimising growth and development. These are environment, strategy, structure, and process. When these are in congruence a "synergy" effect takes place and growth and development are optimised. (10) Obviously training intervention is needed in these four critical areas.

To illustrate with reference to the income-tax department, one often finds that the environment is hostile, i. e. levels of voluntary compliance of tax laws are low, and the propensity to tax avoidance is pronounced. The very fact that a statutory amendment of the Income-tax Act was necessary to

provide for the disallowance of even statutory liabilities unless they are paid, shows the extent to which the will to comply voluntarily has been eroded. Training intervention in this area should be directed at making the field administration articulate, persuasive and knowledgeable; to equip them to interact with the tax payer and to mount successful tax payer education programmes. Training intervention in regard to strategy will take shape in feed-backs to top management on deficiencies in law and procedures which can be remedied by timely and effective tax legislation. Similarly, training can identify structural deficiencies during In-service courses, and can improve on-the-job performance so that both the individual and the organization is in congruence with strategy and environment. Training efforts in regard to PROCESS will identify and remedy defects in system and procedures, both basic and on-going. For example at least 30% of total tax arrears of about Rs.900 Crores shown as outstanding are due to failure to follow procedures and systems laid down; i.e. failure to enter payments in the Demand and Collection Register, failure to file challans in the files, failure to give credit for tax deducted at source and pre-paid taxes. Non-maintenance of prescribed appeal registers, also swells arrear demand.

Any organization is a system of many functions and activities. Besides the quality and content, two facts affect training - volume and balance. There has to be a critical mass before results can be expected and balance is equally important, in that training must extend to all levels. (11)

Professionalism in training -

It needs no reiteration that the process of training is highly sophisticated, subtle and continuous to be handled unprofessionally. This like a chemical plant, brooks no interruptions and casual jolts. It may, therefore, be necessary to spread the culture of training far and wide. It is also desirable to equip the trainers professionally. Trust

is the ethos of training and it reveals itself in the constant pursuit of excellence by all who are part of this process. Professional training of trainers should continue with added vigour. Effective methods of evaluation ought to be developed to ensure quality of training. This has to be a concerted effort on all fronts.

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THE END.

The Problems of Development:
Some Reflections From SUNCOM - 82

by
Arbind K Sinha

Space Applications Centre
Indian Space Research Organisation
Ahmedabad - 380053

The Problems of Development: Reflections from SUNCOM-82

Slaves, Scheduled Castes, Scheduled Tribes, bonded labourers, slum dwellers, rural poors, and now under-privileged communities have become the subject of the social scientists' concern. We think about them, prepare papers on their lives and present it in national and international conferences and are emotionally attached to them. It is not a new phenomenon rather, we have been talking about poor since long. In most of the conferences there are discussions concerning poor and in the present pace of inter-disciplinary approach of development everybody talk in terms of the down trodden. The social scientists have edge over others on such issues.

Reflections from SUNCOM-82

Recently, the International Union of Anthropological and Ethnological Sciences' Commission on Development in collaboration with Indian Anthropological Association and other government and non-government agencies organised a week long (October 2-8, 1982) Symposium on "Problems of Development of Underprivileged Communities of the Third World Countries" ^(SUNCOM) in Delhi. The Symposium was attended by the delegates from India, Nepal, Bangladesh, and other African countries. There were social scientists, social workers, representatives of government and non-government development agencies, and administrators. It provided a good forum to observe the 'allegation' and 'clarification', 'concerns' and 'indifference' of the participants

dealing with the communities which are labelled as 'underprivileged'.

An indepth analysis of the participants and those who were involved in organising/coordinating the different sessions classified them into three categories. These are:

- (a) Those who were busy in defining the 'underprivileged' in different contexts - local or cross-cultural. These were mostly the theorists and university teachers. The discussion was arranged in four business sessions (Sessions I, II, VI, and VII. Please see Appendix). Various empirical researches done across the world helped them in determining the underprivileged.
- (b) A group of participants, seemed to be little more concerned about the resultant effects, wanted the discipline to be more applied and have direct bearing on the subject of study. Problems of role identification of the discipline as well as the scholars went in the same line. The sessions on Application of Anthropological knowledge to the development and the discussion on protest, revolt, and reform was joined by a large number of participants including the social workers. The role of voluntary organisations among the underprivileged was also discussed.
- (c) Those who tried to discuss constitutional safeguards of the underprivileged and other development strategies (sessions III and VIII). Incidentally both

the sessions were organised by the administrator-cum-social scientists. Session VIII was an admixture of several independent topics and discussed government and non-government efforts to improve the lives of the underprivileged.

It was encouraging to observe the growing concern of anthropologists about the plight of the "underprivileged". When these researchers see the plight and pains of the underprivileged and find in the state of helplessness many of them start searching the antedecents of poverty. At the same time they come across various government reports telling that the government is committed to help these people and had formulated several plans for their well being. They also find that the condition of the poor have not changed much. To them it is apparent that the plans have not been implemented properly, not executed effectively, or in some cases mismanaged. They hold the bureaucrats responsible for the misery of the underprivileged. The forum like SUNCOM provides them chance to fire at the bureaucrats point blank and say "You failed", "You don't know how to handle the delicate task of development of the specific communities". "Here is the formula which I suggest based on the study of the culture and only this will be effective". Sometimes there seems to be difference of opinion also between the social scientists who suggest culturally suited formula and the social workers who find it useless in operational situations. They term these social scientists "mere pen fighters".

On the other hand the bureaucrats have number of reports about the execution, implementation, and success of the developmental programmes. These statements are often supported by statistical data which do not mean much either to the social scientists or to the society as a whole. Illustrations of some sporadic efforts and its success is highlighted. Often those social scientists who work for various government run or government aided welfare projects join hands in saying so.

The real anguish can be observed from the social workers' bench or the action oriented social scientists who want to do something but could not do, who could see the fire from a close distance but do not get means to extinguish it and in the process become restless. These individuals throw challenge to the bureaucrats and social scientists alike.

Anyway, the crux of the discussion remains that the development as such could not be achieved although the problems are well known. A number of plans, programmes and projects were prepared; enough money was spent. But even then in more than three decades of India's independence not much has been achieved. Blame and counter blame has not yielded any concrete result. Let us examine the very process of development and various elements of the process.

The Development Plans

There are two major aspects of any development plan : (a) the plan itself, and (b) its proper implementation. Sometimes these are also evaluated.

The Plan: A plan is generally conceived by the top policy makers. The details are chalked out by another group of planners at Central as well as State Government level who get inputs from various sources including the findings of the social sciences. The priorities are defined by these top level policy makers taking into political, economic, and social circumstances and necessities in view. Many a times the plans do not fit into the cultural milieu of the target groups and it concerns the social scientists.

Execution of Plan: The plans when formulated has to pass through various government agencies. In this process, it travels from one table to another and finally it gets into a new hand who are responsible for its execution and success. There seems to be very little or no interaction, coordination between those who conceives the plans, formulates the plan, executes the plan, and those who finally implement the plan. The communication and understanding gaps may result some distortion in the understanding of the plan when it comes to the final implementation stage. The exaggerated feedbacks are sent to the higher authorities for the government reports to show "success" until it is finally declared as a "failure" few years later.

Evaluation of Plan: The evaluation of a programme has been considered an important part of the whole plan. No due emphasis is given even though the Planning Commission has created a Programme Evaluation Unit in its organisation. Many research institutions, universities and independent scholars conduct evaluative studies of

of the government sponsored developmental programmes. A little awareness is generated through these studies. Hence this aspect of the discussion was pronounced in a forum like SUNCOM.

The Development Efforts: It is indeed a challenge to prepare programmes for the development of the under-privileged who in most cases, live in the far flung areas - rural and tribal. Mostly these programmes are based on secondary informations retrieved from the libraries which may or may not be a true portrait of the real situation. The re-interpretation and manipulation of such an information may affect the whole programme plan.

To have a feel of the "target group" was emphasised by the Indian thinkers long back. It was suggested to stay in the village, get the feel and then make plan there itself. It is also reported that some plans emphasise on only one aspect of development thereby causing imbalance in the total set-up which leads to failure of the programme or unintended effects. The social system is a network of various inter-related sub-systems and a balanced and a well thought programme with a holistic approach is required.

The Development Hands

Once a good programme is formulated, the next and the most important component is the development agent who takes the major responsibility of the success or the failure of any programme. In the several discussions during SUNCOM mainly three groups emerged viz., the government officials (development agent and personnels of bureaucratic machinery), the social scientists, and

the social workers. Let us analyse the roles and responsibilities of each of these groups to identify the constraints and the circumstances which prevents them in achieving the desired goal. I, for one, do not agree that a responsible person knowingly avoids their responsibility or is completely disinterested or inefficient. But the antecedents of indifference should be analysed,

The Development Agents: My little experience of working in the rural and tribal Bihar indicates that the final execution of any programme is done by a grassroot level development agent who is sent to the village without having much understanding of the project objectives as well as the target group. Also, nobody cares to think about the problems of this "poor fellow". The senior officials just expect the report of successful execution of the programme. In this circumstances, the reports prepared by the worker passes through many manipulative hands and finally satisfy the bosses which are abundantly reflected in beautifully prepared government reports.

Willingly or unwillingly (in the scare job situation like we have) accepting a job does not mean that one is willing to accept the challenge of hardship. Without much training they are sent to the field - Indian villages - where "facilities" hardly exist. What do they get in these villages except the salaries? Do they get enough credit for the task of getting the feel of village life? On the contrary others are there to get the credit. Do they get proper medical facilities? No, they have to depend upon what-so-ever inadequate facilities are

available in the field. Do they have good education for their children which their other bosses/colleagues are getting in the cities? Do they get required accommodation? Do they get protection from the local politics? No, no, on the contrary for everything they have to depend upon the "rich and respectable" people who, in most of the cases, are the village sharks and immediately they are patronised by them. In this circumstances it is very difficult to fight against these forces and help the underprivileged. The web of dependence, surrounded by rich gets intermingled with the ideas of equality, morality, and justice and the poor change agents become the hunchmen of the rich so long they remain responsive to their needs and obey their orders otherwise manipulative techniques are used to get rid of them.

If this remains the state of affairs of those who are the pillars of success of any programme, who will aspire for it and how can we get devotion for the task of development. This is the position of one very important and defined cadre of government functionaries who does not function well because the conditions are not congenial.

The Voluntary Organisation: On the rural development horizon an old and popular call is often heard. Both government and non-government agencies expect the voluntary organisations to contribute to the task of common concern. They talk of social workers, sometimes, with great respect. In UNCOM, also there was some special discussion on the role of voluntary organisations in development. Ofcourse, the social workers, by very definition should

devote their lives for it. But why and how? Why only voluntary workers? On one hand a complete cadre of government functionaries are organised for this special task and unlimited money is poured like anything but the wheel of development does not move fast. On the otherhand, are the volunteers who do not have such resources except enthusiasm, and dedication to bring the desired results of development. I, for one, do not agree with the slogan "where there is will there is way". No, it does not work all the times. Atleast a person devoting the life should be provided with means for bare requirements. I agree that those who are devoted for the cause are not greedy, their requirements are limited but the "minimum requirements" should be met. Otherwise to meet this minimum requirements they have to depend on others and once they depend on others, the whole ethics of "service" would be lost. Moreover, the voluntary workers are not always treated well. Even we, the so called intellectuals, many at times think that they are doing social service because they do not have any other thing to do. At the same time the misunderstandings created by political workers further worsen the situation.

The Social Scientists: The other component of the rural development effort is said to be the social scientists. They are the one who have been in studying the social norms and practices of the people. They have been termed as "social doctors" and are expected to diagnose the social ills and suggest remedial measures on the basis of their understanding of the needs. It is strongly advocated to involve them in different developmental programmes. Theoretically they shall be collecting basic facts and

help the policy makers in formulating need based programmes. They shall help in different phases of execution and might suggest interim modifications in the plan. And finally, when the programme is executed they shall evaluate its effectiveness. The basic idea is to change the role of the social scientists from merely observers to an active participant in the process.

But the present day status is that this group is functioning like a camera - "a fact finder". Neither they are given responsibilities nor they are expected to contribute much in the process of development. May be, because of the fact that the present system - in social scientists' term a bureaucratic system - they are not treated at par with the other development agents have not been involved properly, because of their failure in proving critical inputs and are engaged mostly in ornamental researches.

The analysis of the functional condition of these social scientists indicates that they are also facing a lot of problems. Most of them who take up the responsibility of studying the society are literate labourers who work for project term appointments and they do not see any future for themselves. Their priorities of research are defined by the "bosses" who can influence the resources. It is not a surprise that a social scientist who is studying the exploitation of the community him/her self is exploited by the system. Some of them are lured by a Ph.D. degree using the data. In this case, these scholars will generally care for the degree

not for the success of the programme which may take a longer time than stipulated. It is not uncommon to find a time bound programme of this kind continuing for a long time due to this reason.

The question then is who will handle the gigantic task of development? All the wheels of the carriage of "development" are defective and we discuss only as to how to speed up the rate of development.

It is high time, that we all concerned with the development and those who claim themselves more involved in development should come in action. We should study the bottlenecks of development, plan properly and try to remove it, by being practical towards the problems faced by the grassroot level development workers and provide the requisite facilities to attract individuals than just talk. Otherwise, the series of symposia, seminars just piles of reports and all untiring useless academic exercises would go in vain. Ofcourse, it helps in self-development. Well, it is another way of looking at development.

APPENDIXThe Programme Plan for SUNCOM - 82

Session ---No.---	Title -----	Organiser -----	(Profession) -----
I	Concept of the Underprivileged in the Trans-National Context	J.S. Bhandari	Teacher
II	Underprivileged countries in the contemporary Socio-economic context	S.D. Badgaiyan	Teacher
III	Constitutional/Statutory provisions for the safeguarding the interests of the underprivileged	Bhupinder Singh	Administrator
IV	Demographic trends and Rise of Ethnicity among the underprivileged: Protest and revolt	A.K. Danda	Govt. Servant
V	Application of Anthropological Social Science knowledge to the development of underprivileged	A. P. Sinha	Teacher
VI	Underprivileged countries of the third world in Industrial Milieu	Vinayshil Gautam	Teacher
VII	Health Status, Nutrition and Medical care among the underprivileged	I.P. Singh	Teacher
VIII	Development strategies for the underprivileged	H.M. Mathur	Administrator
IX	The role of voluntary organisation among the underprivileged	R.B. Godbole	Social Worker

(NEW DELHI INDIA 9 - 28 MAY 1983)

TAUFIK NAYU, INDONESIA
-----I. Introduction.

Indonesia is potentially a rich country with substantial natural resources. These resources are however not easily available to the population which unfortunately is largely concentrated on the Java island. The result is that at least a half of the population live on income of US \$200, per capita annually.

Most farmers live on less than a half hectare (1.23 acres) of land, and most supplement their income with labouring jobs. For production, though increasing is inefficient and nearly three million tons of foodgrain are imported annually.

The Government has initiated programmes intended to stimulate the economy, increase educational levels, raise farm production, up grade health services, expand highway and irrigation systems in Indonesia and to move the people from overcrowded areas in Java and Bali in order to provide the human resources to develop the outer islands.

In spite of the above efforts poverty persist, particularly in rural areas, and migration to cities seems to be accelerating although family planning is increasing in fact, population will continue to sharply increase for approximately 25 year.

Available natural resources and the Government's efforts to correct weakness in Government operations and Government development project in service to the nation's population, the relevant "why has progress not been faster"

The progress has not been constrained by a shortage of sound development projects as much as by management problems which seriously restrict the delivery of a coordinated programme. The sound projects, either Government or internationally joint that exist are rarely implemented with efficiency due to the shortage of qualified personnel at all levels.

The Indonesia Government Officials is greatly hampered by this lack, and it presently lags far behind in its capacity to address the nation's economic and social priorities.

The immense need for relevant training becomes apparent when one realizes that approximately 93 percent of the present Government workers have not progressed beyond a high school education.

The Government's administrative and management skills have, as in many developing countries not developed at the same rate as its technical and scientific skills and therefore available natural and human resources are not being used efficiently to obtain either maximum productivity or the socio-economic benefits consistent with planned goals.

Weakness in management, administration, planning, project and programme implementation and policy making must be confronted and overcome.

A common practice in Indonesia, is for administrative management positions to be held by technical specialists with little or limited management training. In most cases technical specialists are ill-equipped to handle the stress and decision making required in organizational positions where multiple functions rather than a functional speciality make up the administrative mode, and as their technical training often conflicts with the criteria appropriate for effective management.

Better management requires management training and organizational changes that provided increased managerial effectiveness. These two are obviously, closely related since more skillful managers can suggest and implement improved organizational arrangements. Equipping specialist with management skills and upgrading existing administrative personnel is a massive and, perhaps, the most urgent problem in Indonesia.

Structurally, the Government apparatus consisted of departmental entities operating within strict functional compartmentalization, hierarchical norms of decision making, and advancement or promotion within a system which placed seniority above merit. This type of traditional administration can not function effectively nor can it satisfy the requirements of development and modernization, public management administration in Indonesia, as a result has not kept pace with the rapidly evolving the development needs of the nation.

The traditional machinery has in recent year been reshaped and strengthened to make it more effective and to expand its development concentration on the economic and social sectors that deal directly with problems of employment, education, health, agricultural production etc.

This expanded scope of Government activity and its better organizational arrangements now make possible the achievement of important of social. ^{rather} than a creative approach is essential. Also the Government's rigid functional separation along departmental lines must be eliminated. The developmental process requires creative management which can synthesize project planning, budgeting, implementing and evaluation and also coordinate the activities of the central bureaus and all the sub-strata of Government structure.

The Department of Manpower, one of the Government's Departments dealing with manpower or labour affairs for which I am

representing to this seminar training, is of course included as a Government institution having similar problems.

I know, that the participants come from many different countries with different experiences, but I believe, that most participants have more or less similar problems so that we can exchange of views and experience. Since this seminar directed by a group of resources persons, and UN APDC agencies, and the Government of India.

I also do believe that this seminar could help solve the problem I raised, which would be very warthwhich indeed for the development of our respective country.

The most appropriate way of minimizing the above problems which I would raise in this seminar is to strengthen critical Department of Manpower capabilities necessary for development through the upgrading of the personnel who are responsible for putting into play those forces that can most rapidly result in more effective Department Projects and programmes.

However good institution and administration might be, ultimately it is man who operates the apparatus and is behind all its tasks.

Therefore, an inseparable part of improvement of the apparatus is improvement of personnel.

II. Institutional Framework.

The Presidential Decree No. 34, 1972, which was followed by Presidential Institution No. 15, 1974, stated that training for Government Official at the National level has been taken care of by Institute of Public Administration.

At the Departmental level in the Department of Manpower a Ministerial Decree No. KEP.MEN 1000/1975 as the follow up of the Presidential Decree NOS 44 and 45, 1975 concerning the organizational structure of the Department, where has also been mention^{ed}.

ed in regard with the Education and Training Centre for Personnels of the Department, which has to be responsible for all its activities to the Ministry, particularly in the field of in country training programmes, overseas training programme is under responsibility of the Bureau of Public Relations and International Cooperation and under coordination of the above centre.

III. Training Policy

In the Third Five Year Development Plan (1979-1983) the main function of Public Administration and development activities of the Department of Manpower is getting broader and increasing. Therefore, the skilled and dedicated personnels is absolutely needed to carry out those development activities.

Training is intended to be advantageous for benefit of personnels and also for the working unit.

The Department of Manpower has in this fiscal year 11049 personnels in the central and regional Office Scattered in over Indonesia and is specified as below :

- Secretariat General	: 912 personnels
- Inspectorat General	: 180 personnels
- Research and Development Board	: 115 personnels
- Directorate General Manpower Development and Utilization	: 5683 personnels
- Directorat General Industrial Relations & Manpower Protection	: 4158 personnels

exluded Directorate General of Transmigration which has been seperated to be new Department that is the Department of Transmigration.

Due to the Development of organization and function of the Department in Succeeding its mission in PELITA III it is recommended that the whole personnels have qualitatively to be up graded in adaption with new technology, both in the central and in the regional offices at all levels.

The training conducted by the Department of Manpower is principally divided into two categories:

- a. Training for new appointed personnels
- b. Training for technical operating personnels in order to be more capable in carrying out their job and developing their own career.

In line herewith, training courses curricula is also pointed at two groups of direction:

1. Development administration curricula
2. Technical skill and know-how in the field of labour or Manpower.

The value of training is not upon the control to the material available from the training courses only, but it should actually also be beneficial for their actual day to day job.

The opportunity in promoting knowledge and skill for personnels will in line with the policy in the PELITA III be broadly managed and equitable through out the regions.

It has earlier been mentioned that the existing Government projects and programmes are rarely implemented with efficiency due to the shortage of qualified personnel at all level. This lack of qualified personnel could through training be overcome and the objective of achieving qualified personnel could hopefully herewith be accomplished.

In accordance with people's consultative council's decision No. IV, 1978 the Department's policy in the Third Five year development plan is directed towards

- Expansion of job opportunities and protection of Manpower in all sectors, in accordance herewith all sectoral and regional programmes should be oriented to expansion of job opportunities with appropriate compensation. Particularly, the manpower policy should be oriented to employment distribution, and utilization of Manpower through information as well as skill promotion efforts.

The policy towards protection and maintenance of manpower should be oriented to improvement of wages, working condition, industries or labour relations occupational safety, social security of improvement of overall manpower prosperity.

To support all the above mentioned functions and mission of the Department, different skilled and capable executing apparatus should be prepared. Efforts towards the preparation and promotion of those skills should be conducted in relatively short period of time, through training activities.

Due to the limited budget, not all of the planning of training could be oriented to the programmes (programmes oriented), it should still be adjusted with the available funds.

Training Design

A. In-Country Training.

In-Country training for personnels of the Department is coordinated and conducted by the Department's Education and Training Centre, which functionally has to be responsible to the Minister.

1. Training System

In compliance with need of all those skilled and capable personnel in executing the mission of the Department, different system of training have been implemented by the Department, i.e.

a. Pre-service training:

A system of the training programme for those who will in the near future Officially be appointed as Government/Department official.

b. Induction training.

A system of the training programme in which the officer is given knowledge of the organization of the Department, his or her responsibilities within it and the inter relationship between its various units and also interdepartmental relationships.

c. On-the-Job training:

A system of the training programme in which the Junior officers are attached to the senior officers, who would introduce them to the practical aspects of their job.

d. Refresher training.

This system of training programme could be held after an officer has worked for some time.

e. Specialization at Seminar level :

This system of training program could be held for those responsible at senior levels.

2. Physical Training Needs Programmes.

In line with the development in the Third Five Year Development Plan commencing in April 1979, the Department has been projecting its long-term training needs in the course of PELITA III.

Nevertheless it is deemed necessary to outline the planning needs/programmes of the Fourth year of PELITA III (1979-1983), which is shown below :

a. The Physical Training Needs Programmes in the areas Manpower Development and Utilization in 1983-1984

No.	Training Course Items	Estimated number of officials trained	Remarks
1.	Occupational Guidance	100	
2.	Labour Market analysis	30	
3.	Job Analysis	30	
4.	Job selection Information	30	
5.	Training Officers	30	
6.	Occupational Guidance	20	
7.	Manpower Dev. & Utilization Specialists	30	
8.	Vocational Instructors and Assistants	150	
	Total	420	

b. The Physical Training Needs/Programmes in the Areas of Industrial Relations and Manpower Protection in 1983-1984

No.	Training Course Items	Estimated number of officials trained	Remarks
1.	Top General Management	30	

2.	Top Technical Management	30	
3.	Industrial Relations Officer	30	
4.	Labour Inspection	30	
5.	Working conditions and Social security	30	
6.	Occupational Safety Inspectors	30	
7.	Technical Ref Course on Ind Rel	30	
8.	" Working Cond.	30	
9.	" Lab.Insp	30	
10.	" Occ.Safety	30	

c. The Training Needs Programmes in the areas of Administration to be carried out in 1983-1984

No.	Training Course Items	Estimated member of officials trained	Remarks
1.	Project Planning	50	2 groups
2.	Project Management	100	4 "
3.	Project Evaluation and Control	100	4 "
4.	Project Inspection	50	2 "
5.	Project Survey	50	2 "
Total		350	14

d. The Training Needs Programmes in the Areas of
Management (Managerial Training Courses in
in 1983-1984

No.	Training Course Item	Estimated number of officials trained	Remarks
1.	Echelon V leadership	50	
2.	Echelon IV "	50	
3.	Echelon III "	50	
4.	Echelon II "	25	
Total		175	

B. Overseas Training

1. Bilateral Arrangement:

The overseas training carried out by the Department of Manpower has so far been in compliance with training fellowships award within the framework of bilateral technical Cooperation, which is for short term and longterm training as well.

Example	:	Japan	Fed.Repaf Germany
		Netherlands	U.S.A.
		United Kingdom	France
		Canada	Belgia
		New Zealand	Australia
			Malaysia

having been implemented for many years.

Most candidates nominated by the Department have been failed, due to the language barrier

2. Multilateral arrangement.

In terms of multilateral arranged training programmes, which is mostly arranged by the UNDP/ILO or and other URI agencies, could normally be utilized by the Department. This is because of this type of arranged training programme, in which training is included in the Terms of Reference as one of the technical assistance component to be implemented.

Examples : UNDP FAO AESDEP
 ILO ARTEP and Others
 WHO ARPLA

3. Overseas training Sponsored by International Banks.

Due to the Joint cooperation projects with International Banks in the areas of Manpower project oriented overseas training programmes have also been organized in cooperation with the ILO.

Examples : IBRD
 ADB
 IDB

4. Overseas Training/fellowship award by International private agencies/Institutions/Foundations etc.

The Department of Manpower has in Cooperation with International private agencies, Institutions, Foundations operating in In donesia for many years to conduct overseas training.

Examples: Ford Foundation
 Friedrich Ebert Stiftung
 Konrad Adenaur Stiftung
 CARE (USA)
 CRS (USA)
 OISCA (JAPAN)

5. In country Management Development (ICMD) Project.

The Government of Indonesia has in cooperation with the Government of the USA developed a In-Country Management Development project.

The purpose of this ICMD project is to provide the training and technical assistance required to employment comprehensive - staff training plans for two principal government departments, so that they will be more effective in designing and executing development programmes.

The project will support long and short specialize training in the United States and third countries and in country specialized training.

These various forms of training and assistance will provide an integrated project responsive to the pressing requirements of the Departments rapidly strengthen their in service training capabilities and to produce sufficient members of personnel adequately skilled in planning and implementing programmes and projects beneficial to the Government. Training within this project will predominantly be concentrated on developing the administration and project management areas, essentially at the second and third echelon of leaderships.

In-Country training and overseas training within this project will be financed by both Government 30 (thirty) officials from the regional offices will be trained at the level non degree programme same English language is absolutely needed for all these candidates.

6. Training requirement within the framework of Technical Cooperation among Developing Countries (TCDC)

a. Background

Indonesia is a country with a favourable strategic location covering a vast area and considerable dimension geography, richly endowed with natural resources and an abundant labour force.

The scarcity the country is facing are a.o. capital skilled and trained labour in number and quality, particularly in the middle level, lack of experience in technology and management. The real situation is that about 80% of the total population (approximately 120 millions) live in rural areas and are involved in activities of the modern sector while the balance of 20% live in urban areas and directly or indirectly involved in activities of the modern.

A part from that, about 60% of the population live in Java island, which the remaining are spread over the outer islands

The problem of the Department of Manpower is to develop a sound economic way of living for them, in addition encouraging growth and increasing production, while simultaneously promoting the equal distribution of income and creating abundant of job opportunities, especially in rural areas, Pursuant to the main of the development Plan is to :

- promote production growth
- equally spread production output
- increase wages and income
- enlarge employment opportunities

Related to the problem of development for the developing countries issues of primary importance which should be given priority solution are a.o.

- decreasing the birth rates
- solving problems related to urban rural living patterns
- increasing labour intensive projects, particularly in rural areas
- Adopting a training system geared to national development
- Selection and application of adoptive technology
- etc.

b. From this cooperation within the framework the Department of Manpower is expecting to be able to :

- Assist in the study, planning and development of labour force urgently needed for national development.
- Help in planning and developing training and its system as a prerequisite for obtaining skills needed for national development.

c. The developing countries have Scientists, engineers, medical doctors, technicians and economists, many of whom have obtained their education, or part of their education in foreign countries.

In some fields, developing countries have sufficient experts and could in fact give technical assistance to other developing countries, which indeed has many advantages:

- the costs are usually lower
- they will be confronted with problems which are relevant to the ones they have to face at home.

d. Despite recognition of the significant contribution and benefits of technical cooperation programmes undertaken by developed countries for developing countries in the promotion of social and economic development some existing inadequacies are also observed. These, include the inability of some foreign experts to import their experiences and expertise adequately to local personnel, the expert's unfamiliarity with conditions in recipient countries, cultural differences and the failure to link technical assistance meaningfully to development plans.

e. There are growing needs in the part of a number of developing countries to promote greater cooperation among themselves. Technical cooperation among developing countries and among their Labour Ministries must be looked at not merely in terms of services and matching of capacities and requirements, but as truly cooperative activity designed to solve common specific problems and have a lasting beneficial impact on the development process of their cooperating Labour Ministries.

- f. It is in this context that possible areas cooperation among their labour Ministries should be identified. Most developing countries are situated in the tropical areas and some in sub tropical areas. Since the developing countries mostly fall under the category of agricultural areas, the most important areas of cooperation should be looked for the agricultural sector.
- g. As in generally the case, the process of technical cooperation until now has taken the form of a cooperation between developed countries (as donor) and developing countries (recipient), while the costs are mostly borne by the donor countries. Within the framework of technical cooperation among Labour Ministries in the developing countries, where supplying and could be possibly borne by the developing countries themselves but funding from developed countries or multilateral resources is entirely welcomed.
- h. Within the framework of technical cooperation among Labour Ministries in the developing countries, the Department of Manpower deems necessary that the role of the developed countries and multilateral resources are expected to be continued and even stepped up in the promotion of technical cooperation among Labour Ministries in developing countries.

Within the framework of active participation by the Department of Manpower to promote, technical cooperation among Labour Ministries in developing countries, it is deemed necessary to use merely the available facilities in the country.

The Department of Manpower no doubt could take part in programmes or projects of technical cooperation devised by Labour Ministries in developing countries themselves.

This participation could be in the form of making facilities available or even providing financial assistance to the appropriate participants.

Regarding the aspect of financing to support the technical cooperation among Labour Ministries in developing countries, it could be implemented by allocating them through the country's development budget and not take form the routine budget.

This is deemed important in order that programmes of technical cooperation in the case of Department of Manpower could be linked or intergrated into the national development programme.

i. Examples of this kind of cooperation carried out by the Department of Manpower in cooperation with labour Ministries in developing countries are a.o.

1. ASEAN fellowships exchange Programme
2. TCDC fellowship where the Department of Manpower is actively participating to supply training facilities by its own funding (see encluse)

Other cooperation of this kind with other countries are still under negotiation with the concerned countries.

VI. Training Methodology.

Methodology of training is a system giving a broad picture and being able to make the situation push the participants of training developed them knowledge and ability.

In accordance herewith, the training methodology being used are;

- a. Training by telling
- b. Training by shawing
- c. Training by doing

The following alternative could be the guidance for assuring the above principles:

- a. College method
- b. Role playing method
- c. Case study method
- e. Seminar

out of these five alternatives of training methods could be combined for each level of training.

This is due to the big number of participants of training having different absorbing capacity such as motoric auditive, visual and combination. The presentation has there fore to use those types, so that the training material could then be properly accepted.

Conclusion and suggestion.

Based upon the earlier presented facts, we come to the conclusion, **that** ;

1. To make the mission of the Department of Manpower a succes in carrying out its mission in PELITA III and PELITA IV, skilled and more dedicated personnels are still absolutely needed to carrying out those development activities.
2. Technical cooperation among developing countries is advised to be increased and implemented by and among developing countries.
3. In relation to poin (2) assistance from developed countries and multilateral resources is always welcome.

TAUFIK NAYU.

PARTICIPANT OF TCDC PROGRAMMES WHICH
WERE HELD IN INDONESIA
1979 - 1982

Year	Field of study	Number of participant	Country
1979/1980	Labour Administration and Related Field	2	Philippine
		1	Thailand
		1	Singapore
		1	Malaysia
		5	
1980/1981	Management of Labour Intensive Project	1	Philippine
		1	
	Selected Aspect in Industrial Relations	1	Malaysia
	Training Methodology for Vocational training Instructors	1	Philippine
		1	Thailand
		1	Singapore
		1	Papua New Guinea
		6	

1981/1982	Management of Transmi-	3	Philippine
	gration Project	1	Malaysia
	Selected Aspects in	2	Philippine
	Industrial Relations	1	Singapore
		1	Malaysia
	Management of Labour	2	Bangladesh
	Intensive Project	2	Sri Lanka
		2	Papua New Guinea
		1	Thailand
		1	Malaysia
		1	Madagascar
		1	Zanzibar
		1	Tanzania
	Industrial Health	2	Sri Lanka
	Training	2	Bangladesh
		2	Philippine
	Training Methodology	2	Singapore
	for Vocational Train-	2	Bangladesh
	ing Instructor	2	Sri Lanka
		1	Nepal
		1	Tanzania
		33	
1982/1983	Management of Labour	1	Philippine
	Intensive Project	2	Thailand
		1	Pakistan
		1	Burma
		1	India

1979 up to 1982	Ergonomics	2	Philippine
	Industrial Health	2	Thailand
	and Safety Training	1	Singapore
		1	Sri Lanka
		2	Bangladesh
		2	Philippine
	Methodology of Vocational Training Instructors	2	Pakistan
		1	Sri Lanka
		2	Thailand
		1	Bangladesh
		1	Philippine
		23	
TOTAL		67	